

HERITAGE PRESERVATION

SUB-ELEMENT



City of Sunnyvale General Plan



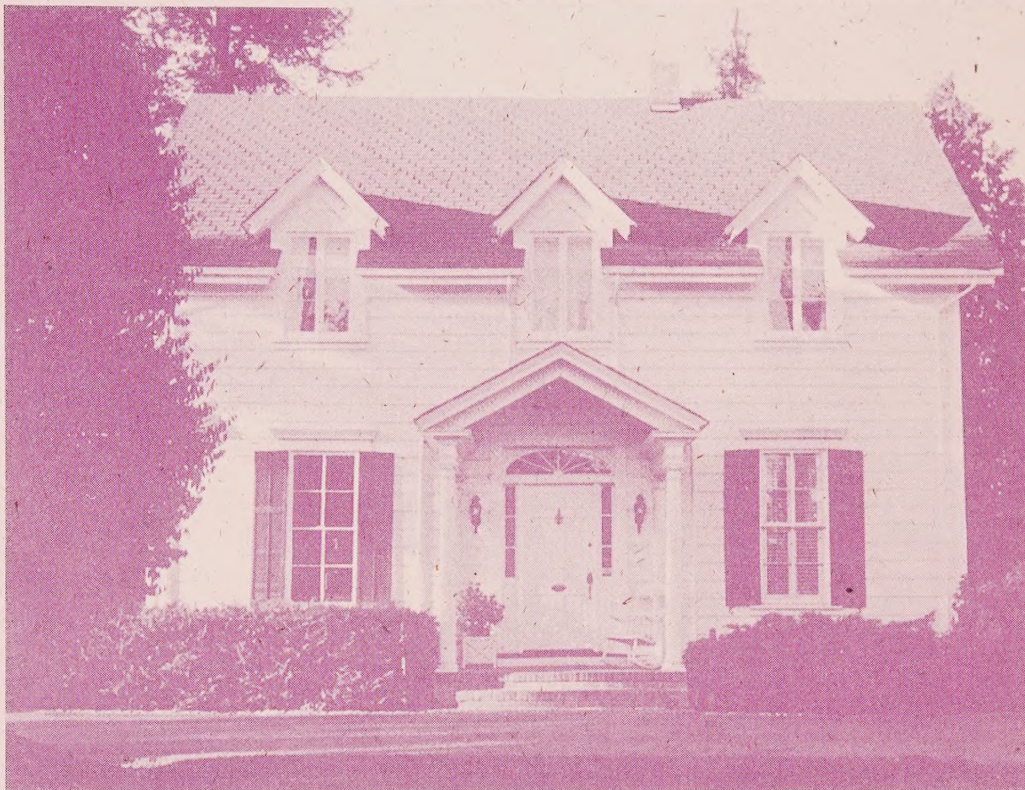
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SUB-ELEMENT



The Sub-Element complies with California Government
Code Section 65303 and was adopted by the
Sunnyvale City Council
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Sunnyvale, California

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City of Sunnyvale General Plan



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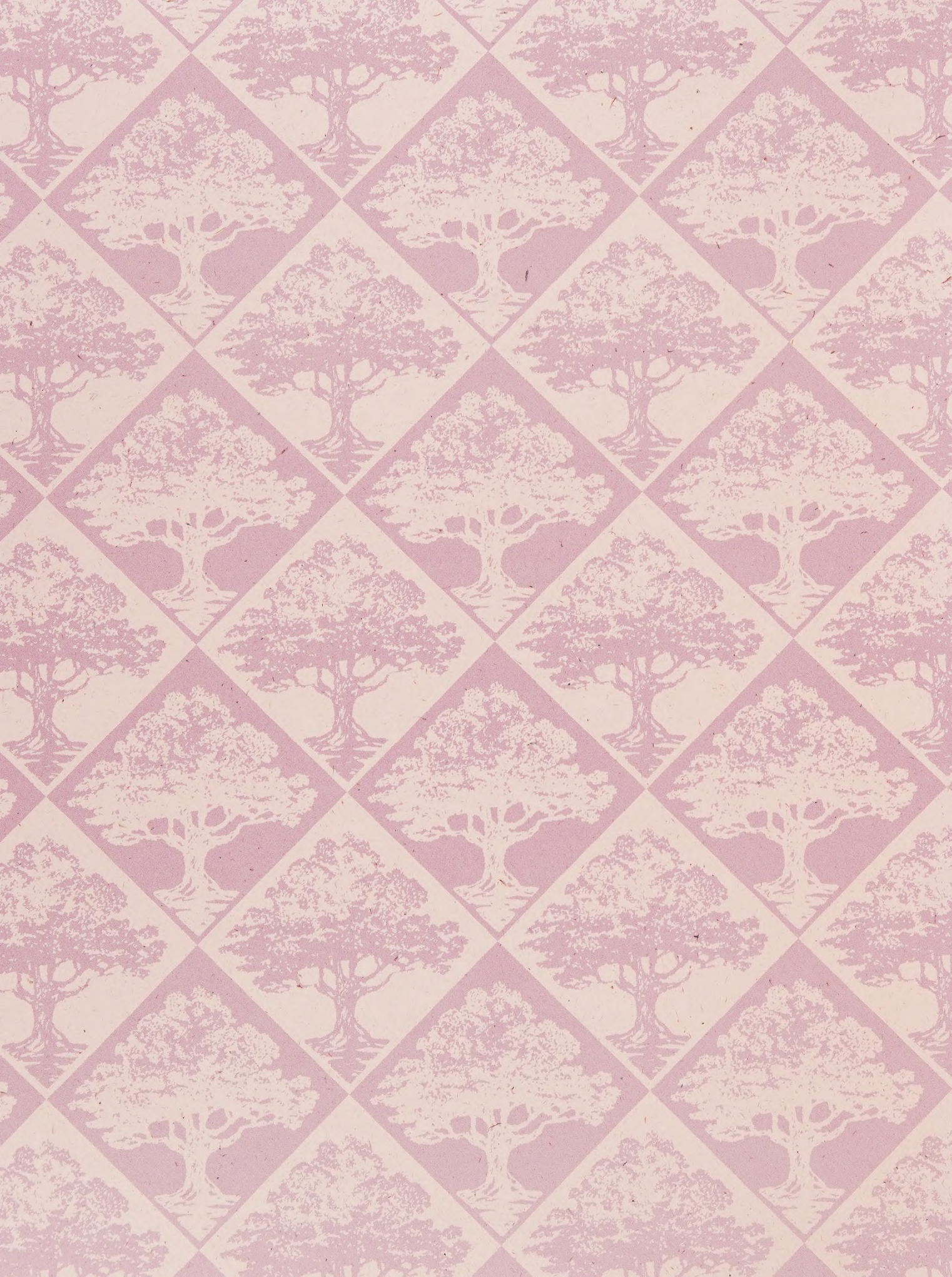


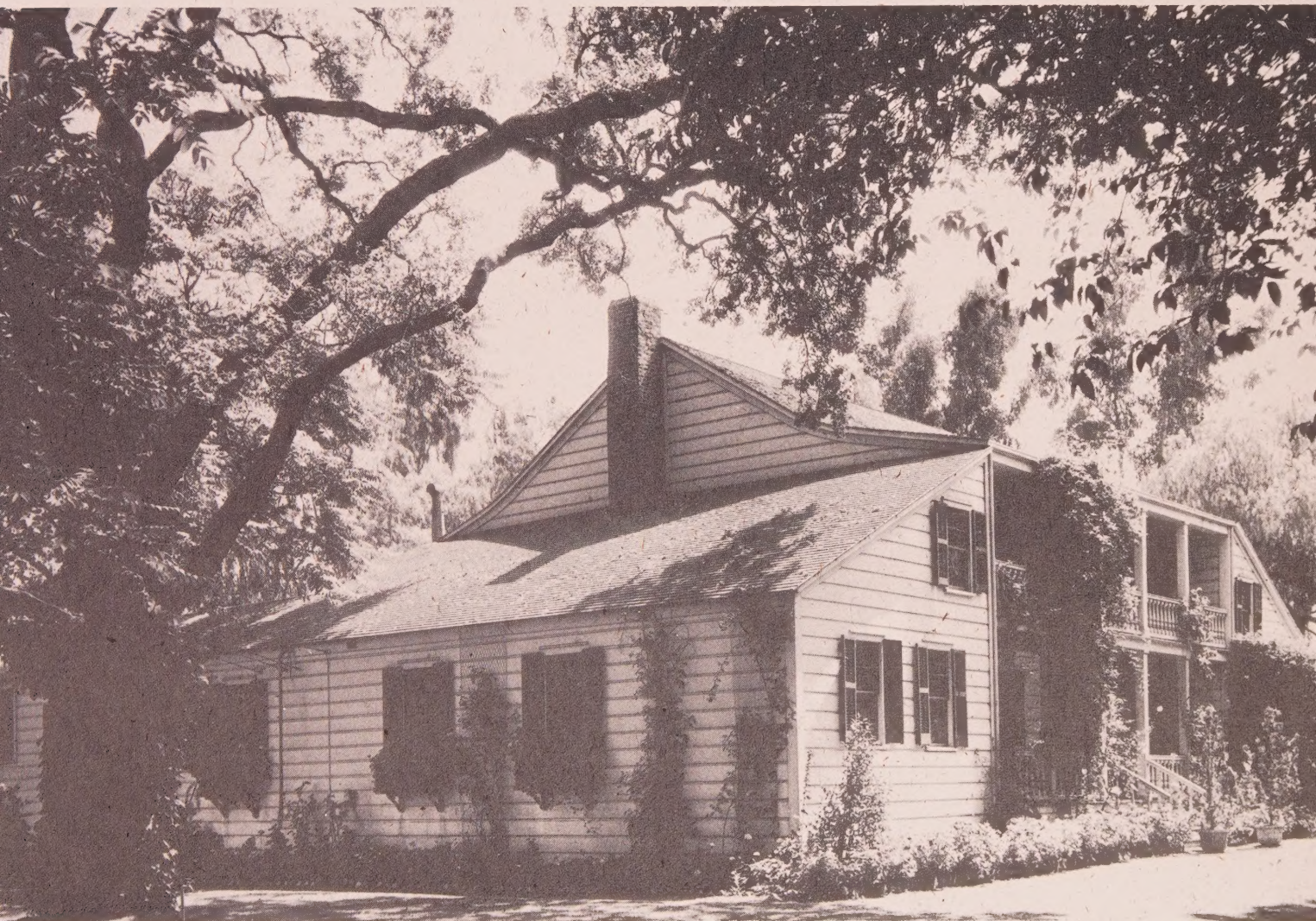
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Sunnyvale has a rich and diverse heritage that is composed not only of buildings, trees and artifacts of historical significance, but also of the cultural traditions and community memories that these physical resources represent. It is not the objects, but the associations that these objects bring to mind, that make them important contributors to the experience of place and the sense of community. Acknowledging and maintaining these physical reminders of who we are and where we have come from is especially important in times of change -- and, for Sunnyvale, change has always been part of the community experience.

In 1980, the City of Sunnyvale recognized the need to preserve those objects that represent the community's physical and cultural development and adopted the first Heritage Preservation Sub-Element as part of the Sunnyvale General Plan. The 1980 sub-element was clearly taken seriously, as most of the recommended policies and actions found in that document have either been completed or are part of an ongoing process. However, the City's tradition of ongoing change has continued over the last fifteen years. New problems and opportunities will require new approaches in conducting the City's heritage preservation program.



phy's home "Bayview" Ranch

EXECUTIVE SUMMARY

Major Facts and Findings

1. By 1995, the City's heritage resources consisted of seven landmark structures, one pair of landmark trees and one commercial landmark district, five cultural resources streetscapes, (blockfaces containing several buildings of architectural or historical interest and which form a harmonious and pleasing pattern) one heritage housing district, 64 cultural resource structures and 16 cultural resource trees or tree groups.
2. Although this inventory represents a significant achievement, there have also been losses. During the last fifteen years a total of 15 individual cultural resources buildings and two trees have been removed, most to make way for new residential development.
3. Sunnyvale's population is expected to continue to grow. It is estimated that the population will reach 139,700 by the year 2010. With this kind of projected growth, and given the lack of vacant land available for development, it should be anticipated that the pressures to redevelop older neighborhoods will intensify.
4. Since most of the homes with a cultural resource designation are located in these older neighborhoods, these properties may be particularly at risk.
5. In addition to individual cultural resources properties that may be at risk, several of the City's cultural resource streetscapes have been significantly altered by new development. This pattern could continue unless policies are developed and implemented that give more value to maintaining the City's existing heritage resources.
6. Past achievements have included the enactment of the Heritage Preservation Ordinance and the establishment of the Heritage Preservation Commission to implement the provisions of the ordinance. With these regulations and procedures in place and with the designation of the Cultural Resources Inventory as the City's formally recognized catalogue of heritage resources, the most significant regulatory actions have already taken place.
7. It is now time to focus on educating the community about its heritage and inviting greater public participation in heritage preservation programs and projects.

Summary of Goals and Policies

GOAL 6.3A. TO PROMOTE KNOWLEDGE OF, AND APPRECIATION FOR, SUNNYVALE'S HERITAGE AND TO ENCOURAGE BROAD COMMUNITY PARTICIPATION IN HERITAGE PROGRAMS AND PROJECTS

Policy	6.3A.1	Provide information on Sunnyvale's heritage to schools, civic groups, neighborhood organizations, business organizations and other established organizations.
Policy	6.3A.2	Develop and expand cooperative working relationships with schools, civic groups, neighborhood organizations, business organizations and other established organizations to share in the promotion of heritage programs and projects.
Policy	6.3A.3	Promote the understanding that heritage preservation enhances property values and provides financial and economic benefits to property owners, neighbors and the City.
Policy	6.3A.4	Consider development of a comprehensive outreach program to encourage involvement of a broad spectrum of the community in heritage preservation issues and projects.
Policy	6.3A.5	Provide helpful and efficient customer service to persons interested in heritage resources.
Policy	6.3A.6	Keep all informational materials, whether written, visual or graphic, as current as possible.
Policy	6.3A.7	Ensure that appropriate and effective public notification and access are provided for all heritage preservation commission activities and all heritage preservation programs and projects.

GOAL 6.3B. TO ENHANCE, PRESERVE AND PROTECT SUNNYVALE'S HERITAGE, INCLUDING NATURAL FEATURES, THE BUILT ENVIRONMENT AND SIGNIFICANT ARTIFACTS

Policy	6.3B.1	Preserve existing landmarks and cultural resources and their environmental settings.
Policy	6.3B.2	Provide owners of heritage resource properties with information on the various tax and other financial benefits that

may be available to them, and, when needed, assist them with applying for these benefits.

Policy	6.3B.3	Enhance the visual character of the City by preserving diverse as well as harmonious architectural styles and design preferences which reflect various phases of the City's history and the cultural traditions of past and present residents.
Policy	6.3B.4	Identify and work to resolve conflicts between the preservation of heritage resources and alternative land uses.
Policy	6.3B.5	Seek out, catalog and evaluate heritage resources which may be significant.
Policy	6.3B.6	Whenever a local landmark may have qualities that might make it eligible for a State or National Landmark status, encourage the owner of the landmark to apply for that status and actively assist with the application process.
Policy	6.3B.7	Encourage a commercially strategic mix of uses on Murphy Avenue.
Policy	6.3B.8	Maintain current information on all State and Federal programs, projects, policies and funding sources which could affect or enhance Sunnyvale's heritage programs.
Policy	6.3B.9	Maintain the heritage preservation ordinance and its regulations and procedures as part of the Sunnyvale Municipal Code, making minor modifications as necessary but keeping its principle functions intact, including the maintenance of the Heritage Preservation Commission's roles and functions.
Policy	6.3B.10	Archeological resources should be preserved whenever possible.
Policy	6.3B.11	Provide a qualified Heritage Preservation Commission whose members have the skills and expertise needed to perform their roles properly.



INTRODUCTION

Someone once asked, "Why do you use the term 'heritage' instead of 'history'?", referring to the fact that the City of Sunnyvale has a Heritage Preservation Sub-Element, a Heritage Preservation Ordinance and a Heritage Preservation Commission. The term "historical" has often been used for these functions and, in fact, the terms are often used as though they are interchangeable. But the term heritage encompasses a broader concept than the term historical. A community's heritage includes not only its record of historical events and the inventory of its historical buildings, sites and artifacts, but also the cultural legacy of that history. Heritage is a term that includes the present experience and acknowledges how the present is related to the past. It includes ongoing customs and traditions that have been continued from the past, and, in still being practiced, give members of the community a sense of connectedness, of roots. This experience is very important to promoting a present-day experience of place.

The heritage concept also includes the incorporation of customs and traditions from the diverse cultural groups that come to settle in the community. Sunnyvale's heritage is enriched, not only by the history and traditions brought to us by the various groups of people that have settled here in the past, but also by the ongoing contribution that occurs when new groups add their customs and traditions to the increasingly rich and complex pattern that forms our heritage.

This concept of the meaning of "heritage" has guided the revision of the Heritage Preservation Sub-Element.

The Heritage Preservation Sub-Element directs the community's policies and activities related to promotion and preservation of the community's heritage. It is one of 24 elements and sub-elements which make up the City of Sunnyvale's General Plan, and is included with the Recreation, Library and Arts sub-elements within the Cultural Element of the General Plan. Section 65303 of the Government Code states that: "The General Plan may include ...(j) an historical preservation element for the identification, establishment, and protection of sites and structures of architectural, historical,

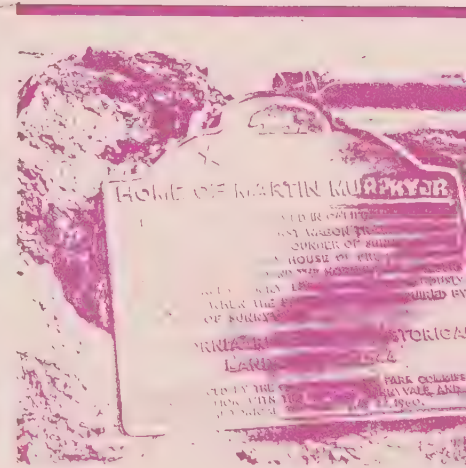
William Wright Ranch, 1876



archeological, or cultural significance, including significant trees, hedgerows, and other plant material. The historical preservation element shall include a program which develops actions to be taken in accomplishing the policies set forth in this element." The Heritage Preservation Sub-Element incorporates the historic preservation concept within the broader concept of "heritage," as discussed above.

As a part of the City's General Plan, no sub-element is a stand-alone document, but must be closely inter-related with all other elements and sub-elements to form a coherent whole. Care has therefore been taken in preparing this document that its goals, policies and action statements are compatible with, and supportive of, the rest of the General Plan.

The first Heritage Preservation Sub-Element was written and approved in 1980, at a time when the City had just begun its heritage resources program. It was a short, simple document which proposed several major tasks, including the adoption of a heritage preservation ordinance as part of the Municipal Code and the creation of a Heritage Preservation Commission to oversee and carry out the provisions of the ordinance. Although short and simple, the first Heritage Preservation Sub-Element was very effective. Most of its recommendations stimulated actions which resulted in accomplishment. (See Appendix A, Status of Heritage Preservation Sub-Element Goals, Policies and Action Statements.) However, the fifteen years that have passed since this document was adopted have seen not only accomplishment, but change. A new set of problems and opportunities now awaits those who are committed to preserving Sunnyvale's heritage.



PURPOSE

The purpose of this revision of the Heritage Preservation Sub-Element is to acknowledge the value that the City places on preserving Sunnyvale's cultural and architectural heritage and to identify the actions needed to preserve this heritage. The intent of this Sub-Element is to promote the public health, safety and welfare through the identification, recognition, protection, enhancement, perpetuation and use of structures, sites, and areas of the City which reflect the City's heritage resources.



Fremont High School

RELATIONSHIP OF THE HERITAGE PRESERVATION SUB-ELEMENT TO OTHER GENERAL PLAN ELEMENTS AND SUB-ELEMENTS

Appendix B provides a listing of Policies and Action Statements in other Elements and Sub-Elements of the General Plan that have a direct bearing on, or significant relationship to, the City's heritage resources program. The strongest ties are, not surprisingly, with the Land Use and Community Design Sub-Elements, but there are ties to the Transportation Element and the Open Space, Library, Community Participation, Legislative Management and the Socio-Economic Sub-Elements as well. For example, the Library Sub-Element contains the following action statement:

- 6.2C.3d. Provide a California and local history collection that meets the needs of historical research and is archival in scope for Sunnyvale and the Santa Clara Valley.



The fact that this resource has been established and continues to be developed has been very helpful in conducting the historical research needed for identifying and managing heritage resources. The goals, policies and action statements of the revised Heritage Preservation Sub-Element must also take into consideration the needs and limits of other City government agencies and of the citizens of Sunnyvale. To demonstrate the mutual interdependence of City sponsored activities, an action statement included in the revised Heritage Preservation Sub-Element could appropriately stress the need to make all discovered historical and archival materials available to the library.

Other relationships identified in Appendix B, where such relationships would require action on the part of the Heritage Preservation Commission and/or heritage staff, are included in policies and action statement portion of the revised Sub-Element.



Pastoria de las Borregas Map

COMMUNITY CONDITIONS

The context within which the City will operate its heritage resource program is very important in determining what that program should be. The context includes Sunnyvale's historical development, the existing community conditions and future trends. This information helps us to understand the problems that may be encountered and the resources that are available. It therefore provides the framework for setting the goals, policies and action statements that will direct the City's heritage preservation program.

History of Sunnyvale

While Sunnyvale is commonly referred to as the "Heart of Silicon Valley", it is more than the development of the semiconductor industry that makes Sunnyvale significant among California communities. A rich land use heritage and a history of continual innovation marks Sunnyvale's evolution. The City has transformed from a center of agriculture and heavy industry to a community with a wide range of high-tech industries conducting research, development and manufacturing.

Looking at the existing landscape of suburban tract houses and major industrial complexes, it is difficult to imagine that prior to Spanish settlement, the land around Sunnyvale was inhabited by the Ohlone Indians in an environment of tulle reed marshes, chaparral, and ancient oak trees. The first known Ohlone settlement dates from 250 A.D. As a non-agricultural society, the Ohlones were dependent on their environment for food and other basic necessities. Their lifestyle, based on total harmony with the natural environment, continued until the arrival of the Spanish in 1770.

The first Spanish settlements were in the form of missions, presidios and pueblos, with the largest tracts of land devoted to the missions. In the 19th Century, large land holdings that had formerly belonged to missions were granted to prominent Mexican families. This secularization of the mission lands had a profound effect on the future distribution of land and the resulting physical development of California. The land grant



Mission Santa Clara

Pastoria de las Borregas, which includes most of present-day Sunnyvale, was granted to Francisco and Inez Estrada on January 2, 1842. It had formerly been used as pasture land by the Mission Santa Clara.

After crossing the Sierra Nevada Mountains, in 1845, just in time to avoid the winter conditions that fatally trapped the Donner Party, Martin Murphy, Sr., and his family first settled in the Sacramento area, moving to the Santa Clara Valley in 1850. Murphy purchased one half of the Pastoria de las Borregas, a total of 4800 acres, (7.5 square miles) for approximately \$1 per acre. It was the Murphy property that was destined to become Sunnyvale.



*Martin & Mary Murphy
portrait by: Sarah Linder*



Murphy Station

As there were no large sawmills in the area, Murphy sent plans to Bangor, Maine, for a house to be built. The house was shipped around Cape Horn in pieces and reassembled with wooden pegs and rawhide strips. Bayview Ranch, as Murphy called his home, became known throughout California for its warm hospitality. During the prosperous cattle ranching period, the Murphy home played a great part in the social and political activities of the day, to the extent of being the seat of California's first Supreme Court.

In 1864, the Central Railroad, now Southern Pacific, built a line between San Francisco and San Jose which crossed Murphy's land. The Murphys built Murphy Station near the center, and Lawrence Station near the east border of present-day Sunnyvale. The Murphy Station is now the site of the Cal Trains Station, located on Evelyn Avenue just north of the Murphy Station Heritage Landmark District.



Martin Murphy's large homestead was eventually divided among his heirs, who began selling 5 and 10 acre parcels for small ranches. Settlers were drawn to the area because weather and fertile soil offered superb conditions for agricultural enterprises. Fruit growing was the foremost of these, but viticulture flourished as well. The Collins-Scott winery, built in 1868, was a major producer until 1910 when a blight destroyed the vineyards.

By the latter part of the century, the large farms and ranches of the earlier period were replaced by smaller land holdings. In 1898, W.E. Crossman, a far-seeing realtor, bought 200



Encina School built in 1897

acres of Murphy's land for \$38,000. He surveyed the area into lots and streets, and named his new town "Encinal." A store, post office and school district were established the same year. Settlement was sparse, but Crossman embarked on a determined campaign to draw residents and industries to his "City of Destiny," promoting the Sunnyvale area as a desirable alternative to settling in San Francisco. In 1901, due to the fact that a town in Southern California had already been officially named "Encinal," the town's name was changed from Encinal to Sunnyvale.

After the 1906 earthquake, Crossman offered free land to industries that wished to relocate. Hendy Iron Works, Jubilee Incubator Company, McNeill and Libby Cannery and Madison & Bonner Fruit Company were just a few of the many who responded to Crossman's offer. These industries secured Sunnyvale's future. Sunnyvale became an incorporated city in 1912.

The railroad and industrial buildings running east-west, and the business district along Murphy Avenue, running north-south, provided the base from which Sunnyvale grew. Single family homes, generally built on 25' by 100' lots, bridged the industrial and business areas. Cottages for factory workers were clustered around the plants, while finer homes lined Sunnyvale and Mathilda Avenues toward the Murphy Ranch.



Libby tower



Naval Air Station Sunnyvale, 1934

Despite the developing industrial base, agriculture remained the primary economic activity until the 1930's. However, after World War I, fierce regional efforts went into winning a Santa Clara County site for the Nation's new dirigible airship base. As a result, the National Air Station Sunnyvale (later renamed Moffett Field Naval Air Station) was commissioned in 1933. Since then, the presence of the military has had a significant influence on Sunnyvale's economy.

During World War II, the Hendy Iron Works expanded from 60 to 7,500 employees. After the war, the Westinghouse Electric Company purchased the Hendy Iron Works for its expanding Marine Division. World War II had increased California's economic importance, creating a fertile economic environment for new post war industries like aerospace and electronics. A growing defense industry brought the technologically



advanced Lockheed Missiles and Space Division to Sunnyvale in 1956. During the same period, several military bases and related industries located in Sunnyvale.

This activity created a demand for rapid residential development to house the growing work force. Annexation wars were prevalent. Old orchards were razed and the older housing stock demolished, to be replaced by suburban style housing. In 1954 there were 29 residential housing developments with 4,000 dwelling units under construction in Sunnyvale.

The basic development pattern as seen now in the southern portion of the city was established during this period of growth, with the planned neighborhood concept dominating residential development. This concept involved creating neighborhoods large enough to support an elementary school and provided a school, neighborhood shopping facilities and a park within walking distance for each planned neighborhood.

As vacant land diminished, higher density multi-family housing dominated development in the 1960s. By the 1970s, residential growth became primarily an infill process.

Intel introduced the microprocessor in 1971, and in 1977 Sunnyvale native Steve Wozniak formed Apple Computer and introduced the personal computer. The first computer game, "Pong," was invented in Sunnyvale. The editor of Electronic News wrote a series of articles on the semiconductor industry and coined the nickname "Silicon Valley." Sunnyvale has since been recognized as the industry's "heart" because it was home to more high-tech companies than any other City in the world.

Much of the City's industrial land was developed in the 1970s, in response to the needs of the semiconductor industry. The Moffett Industrial Park was developed. The City of Sunnyvale, the Southern Pacific Railroad and the City of Santa Clara participated in a joint venture to develop the 370 acre Oakmead Industrial Park.



Unfortunately, the rapid pace of development engendered some significant losses to the City's heritage resources. Perhaps the greatest loss of all was the loss of Bayview Ranch, the Murphy homestead, which was demolished in 1961. In 1977, the City razed approximately 37 acres of its old downtown to make way for the Sunnyvale Town Center Mall, leaving only the 100 block of South Murphy Avenue intact. This action involved the loss of the old city hall, a landmark of great importance to Sunnyvale residents.

However, Sunnyvale still retains several intact 1920s, 1930s and 1940s industrial, commercial and residential buildings and neighborhoods. The Cultural Resources Inventory, completed in 1980, encourages the retention of these buildings and streetscapes to provide a visual record of Sunnyvale's vital past.



Sunnyvale Civic Center



Gorman Apartments, Murphy Avenue

Sunnyvale's expansionist period is now essentially over, with its outer boundaries pressed against those of its neighbors and with little land left within its boundaries for new development. The end of expansion does not signify completion or the end of change. It signifies only a new phase in the City's ongoing development process. There will, however, be a marked difference. The rapid expansion of the previous 30 years had primarily converted agricultural land to urban use, tending, with some exceptions, to by-pass previously developed land. From now on, virtually all change will either involve the replacement or renovation of earlier structures or redevelopment of previously developed sites and will take place in the immediate proximity of earlier development.

In recent years the City has received recognition for demonstrating excellence in providing government service, as marked by a visit from President Bill Clinton and Vice President Al Gore in 1993. That reputation has now become part of Sunnyvale's identity, and, therefore, part of its heritage.

Sunnyvale in 1995



Murphy Avenue

Land Uses/Development Patterns

Sunnyvale has evolved into a community with a strong job base, as well as residential and commercial development. The Association of Bay Area Governments (ABAG) estimated that there were approximately 107,570 jobs in Sunnyvale in 1995. The City contains a full range of land uses. This full range of uses is reflected in heritage resources which are also "full range" -- including residential, commercial and industrial properties.

In 1995, almost 98% of the land within the city's borders has been developed. While some of the industrial land in the northern portion of the city is underdeveloped, leaving room for further business expansion, most of the land which has been zoned for residential use has been developed. Only a few scattered infill sites remain. Under this scenario, there is strong pressure for redevelopment, especially in some older neighborhoods where property values have not kept up with the level of appreciation occurring in other residential neighborhoods. Some of the older homes are also located on larger lots, increasing the likelihood that their owners may choose to redevelop their properties.

Of a total of 81 structures designated as Cultural Resources from 1980 to 1995, the City has lost 15 due to redevelopment of the properties. Of these, 12 were residential properties and three were commercial properties. One home has been moved to another location to avoid demolition. Proposals for redevelopment of two large lots containing homes listed on the Inventory are being considered in 1995. Sunnyvale continues to be considered a desirable place to live. This fact, along with the lack of undeveloped land, may put increasing pressure on the City's Cultural Resources.



Hendy Iron Works, 1920, giant valve



Murphy Avenue

Sunnyvale's Heritage Resources

Provisions of the Heritage Preservation Ordinance

The Heritage Preservation Ordinance was enacted in 1980, (Chapter 19.80 of the Municipal Code) and in 1982 the City Charter was amended to add the Heritage Preservation Commission as a formally authorized City commission. One of the commission's first duties was to evaluate the first draft of the City's Cultural Resources Inventory to determine which of the suggested resources should be included in the official Inventory, as well as what level of review and protection each resource should have. The Inventory was divided into two categories -- landmarks and cultural resources -- with landmarks being given a higher rating in terms of importance.

Definitions

The Code does not specifically define what a cultural resource is. Instead, the term "heritage resource" is used, defined as follows:

"Heritage resource" means improvements, buildings, structures, signs, features, landscape, trees, sites, places, areas, or other artifacts of architectural, artistic, cultural, engineering, aesthetic, archeological, historical, political, or social significance to the citizens of Sunnyvale.

The term "heritage resource" has usually been used in a manner that suggests that it includes both landmarks and cultural resources. The Code does not provide a specific definition for "cultural resources" and does not provide designation criteria for cultural resources. In designating a structure, tree or artifact as a cultural resource, criteria "a" and "c" (below) are most often used to evaluate the designation proposal. Cultural resources are understood to be of less significance than landmarks and are therefore given less protection with regard to proposals for material changes or demolition. However, buildings with a cultural resource designation cannot be materially changed without review by city staff and cannot be demolished unless they are

her·it·age
(her/i tij)
re·source
(rē/sōrs)

advertised as available to be moved for 60 days prior to demolition.

The Code provides the following definition for the term landmark:

"Landmark' means any heritage resource that has been designated pursuant to this chapter for its value as part of the development, heritage or history of the city, state or nation. A landmark may be any of the following:

- (1) An individual structure or portion thereof or a natural feature, such as a tree;
- (2) An integrated group of structures in an area;
- (3) The site of a previous landmark;
- (4) Any combination of the above."



Murphy Avenue, 1910

The definition given for landmark district follows:

"Landmark district' means an area containing heritage resources, the collective integrity of which is essential to the sustained value of the separate individual resources and which has been designated a landmark district pursuant to this chapter."

However, since the Code does not provide a definition for cultural resources, it should be amended to provide a specific definition for "cultural resource" to distinguish it from the general term "heritage resource." Specific criteria for designation of cultural resources should be established. This action will clarify the decision-making process as to whether a resource should be designated as a cultural resource or as a landmark.

The Code provides a process for designation of landmarks as well as the designation criteria listed below. In addition to designating properties as landmarks, a significant level of protection is afforded to landmark properties to discourage inappropriate alteration or demolition. The Heritage Preservation Commission reviews applications for Landmark Alteration Permits, which are required for proposals that could materially change the exterior appearance of landmark properties. The Commission has final decision-making



authority, except that the applicant can appeal the decision to Council.

Heritage Resource Criteria

The City has adopted the Secretary of the Interior's Guidelines for designation of National landmark properties to use in guiding the designation of the City's heritage landmark properties. The criteria for landmarks and landmark districts are as follows:

Murphy Station



- (a) It exemplifies or reflects special elements of the city's cultural, social, economic, political, aesthetic, engineering or architectural history; or
- (b) It is identified with persons or events significant in local, state or national history; or
- (c) It embodies distinctive characteristics of a style, type, period, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship; or
- (d) It is representative of the notable work of a builder, designer, or architect; or
- (e) With respect to a landmark, its neighborhood and geographic setting is significant in that the proposed landmark materially benefits the historic character of the neighborhood, or the proposed landmark in its location represents an established and familiar visual feature of the neighborhood, community, or city; or
- (f) With respect to a landmark district that such landmark district is a geographically definable area, urban or rural, possessing a significant concentration or continuity of sites, buildings, structures or objects unified by past events, or aesthetically by plan or physical development; or
- (g) With respect to a landmark district, the collective value of the landmark district as a whole may be greater

than the value of each individual heritage resource or landmark within it.

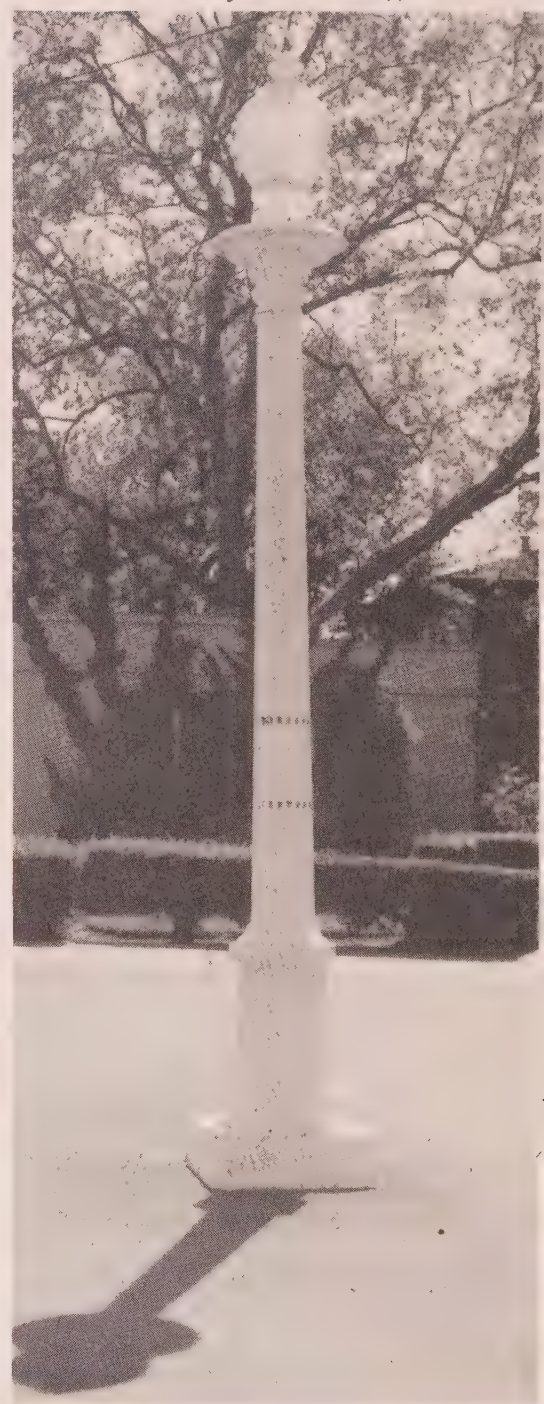
Hendy Iron Works Lamppost, Oak Court

The Heritage Resource Base

The following Table provides an overview of the number and types of landmarks and cultural resources which have been established, added and lost to demolition since 1980.

HERITAGE RESOURCES 1980 - 1995

LANDMARKS				
	1980	Additions	Demolished /Moved	1995
Residential	3	1	0	4
Industrial	3	0	1-converted to Commercial	2
District (Com.)	0	1 (36 bldgs.)		1 (37 bldgs.)
Other	1 (pr. trees)			1
Total	7			8
CULTURAL RESOURCES				
Residential	47	27	12	62
Commercial	5	0	3	2
Institutional	1	1	0	2
Streetscapes	5	0	?	5
Other	0	1 (lamppost)	0	1
Trees	0	18	2	16
Total	58	47	17	88





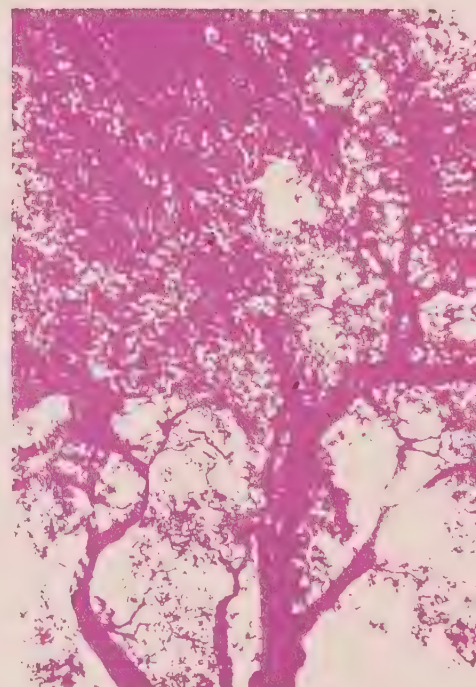
When the City established the official Cultural Resources Inventory in 1980, three residences, three industrial structures and one pair of trees were given landmark status. By 1995, four residential properties, three industrial structures, one pair of trees and one commercial neighborhood containing approximately 36 buildings (the Murphy Station Heritage Landmark District) had been given landmark status.

Fifty-three buildings and five streetscapes were designated as Cultural Resources in 1980. Since then an additional 28 buildings, 18 trees or tree groups and one lamp post have been designated as Cultural Resources. However, as noted above, 12 homes and three commercial buildings have been demolished and two trees have been removed since 1980. Most of these were lost as a result of redevelopment of the properties. Two homes have been moved to other locations within Sunnyvale. At this time, the City's Cultural Resources include a total of 66 buildings (two commercial buildings, one church and the Fremont Union High School, with the rest being residential), one lamp post, 16 trees or tree groups and five cultural resources streetscapes.

The Frances-Taaffe Heritage Housing District contains a majority of the homes that have been given a Cultural Resource designation, although Cultural Resource properties are scattered throughout the City. (See Appendix D for heritage resource addresses and the map located on the inside of the back cover for general locations of landmarks, cultural resources, streetscapes and the Heritage Housing District.)

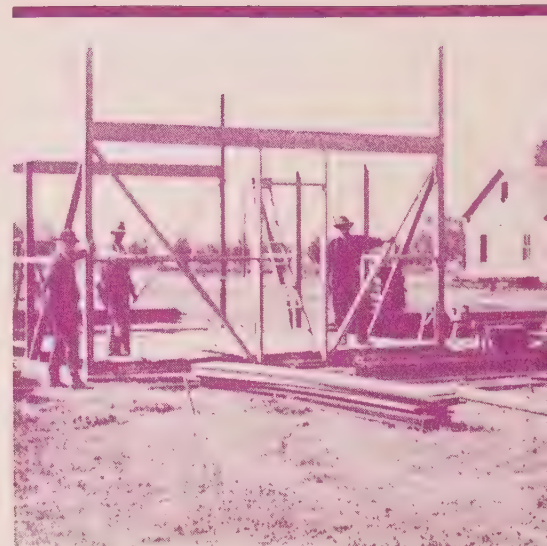
The fact that trees have been included on the cultural resource list reflects the recognition that trees are often valued landmarks, that they sometimes have historical associations and that the presence of mature trees adds a sense of permanence and stability which is especially valued in times of change. Since Sunnyvale's history is a history of ongoing change, it is not surprising that the preservation of mature trees has been highly valued.

In establishing the Cultural Resources Inventory, the Heritage Preservation Commission recognized the value of streetscapes as well as the value of individual buildings. Five streetscapes were identified as worthy of preservation. These



streetscapes include the 400-500s blocks of S. Frances Street, the Crescent Avenue streetscape, the 400-500 blocks of S. Murphy Avenue, the 100 block of N. Sunnyvale Avenue and the 500 block of Taaffe Street.

In addition to these resources, the City also has a resource that has not been fully utilized -- the memories of long time residents. Older residents have stories to tell about Sunnyvale's past which can help us to understand how things came to be as they are. They have known some of Sunnyvale's past leaders and know how the personalities of these individuals have affected the City's historical development. For example, the story of W. E. Crossman's efforts to create "the City of Destiny" is largely an oral tradition that was later recorded and documented. These heritage resources, although in some ways intangible, make an important contribution to Sunnyvale's heritage and should be acknowledged.



W. E. Crossman construction site

Records, photographs, books and other materials documenting Sunnyvale's history can be found in the archival collection of the City's public library and at the Sunnyvale Historical Museum. These are also heritage resources which are available to Sunnyvale residents and others interested in learning about the City's heritage and traditions.

Condition of the City's Heritage Resources

In the summer of 1995, an initial windshield survey was conducted to obtain information on the condition of Sunnyvale's heritage resources. All of the landmark properties, including the Murphy Station Heritage Landmark District, were surveyed, along with the Vargas Redwood trees. In addition, 50 individual structures and seven trees designated as Cultural Resources and all of the Cultural Resources streetscapes were surveyed.

Landmarks

All of the individual properties that have been given landmark status appear to be in good to excellent condition. The Wright Ranch, Sunnyvale's oldest home, is presently undergoing structural repairs to correct some foundation



Wright Ranch Tank House

Briggs-Stelling Mansion



problems, with repair work to be completed soon. The Briggs-Stelling house underwent major renovation in the late 1980s and early 1990s and at this time the gardens are being restored. This home has been given it's "double name" because it was owned at different times by two prominent Sunnyvale pioneers -- George H. Briggs and Henry S. Stelling. The Spalding house, home C. C. Spalding, who organized Sunnyvale's first bank, was moved in 1989 to a new location to save it from demolition and given landmark status after this process. The owners have restored the home and have prepared and are implementing an extensive landscaping plan for the property. The Del Monte building, used for many years as a seed processing center for the Del Monte Corporation, was relocated from the corner of Evelyn Avenue and S. Sunnyvale Avenue to the northeast corner of the Murphy Station Heritage Landmark District in 1993 in order to save it from demolition. The building was then extensively renovated and now serves as an anchor to the northern entrance of the district. The remaining landmark properties -- the Collins-Scott Winery, the Vargas Redwood trees, the Hendy Iron Works and the Libby Water Tower -- appear to be well maintained. See Appendix D for more information about Sunnyvale's landmark properties.

Heritage Housing District

The majority of the homes in the Frances-Taaffe Heritage Housing District (the 500 blocks of S. Frances Street and S. Taaffe Street and one home on the corner of S. Murphy Avenue and Olive Avenue) are in good to excellent condition. The property upkeep in this neighborhood appears to be consistent. Although some individual buildings show the need for improvement, the overall appearance of this neighborhood is that owners care about their properties and make an effort to maintain them. Renovations and new additions made after 1988, when the Heritage Housing Combining District was added to the neighborhood, have been consistent with the regulations governing the district. Most of the renovations have been simple improvements that have not changed the essential character of the homes and/or the neighborhood. However, there have been instances when properties have been repainted without obtaining staff review of the color, resulting in complaints by neighbors that inappropriate colors

South Frances Avenue



have been chosen. If an improvement does not require a building permit, a property owner may not be aware that staff should review the project. Informational material should be developed which can be mailed to property owners in a Heritage Housing District, explaining what the Heritage Housing District designation means and what procedures should be followed in making exterior changes to their properties.



Cultural Resources

Fifty buildings, the Hendy lamp post and seven trees designated as Cultural Resources were surveyed, using a windshield survey process. The following table provides a summary of the findings of the windshield survey:

CONDITION OF SURVEYED CULTURAL RESOURCES

Structures Use	Condition				Total
	Poor	Fair	Good	Excellent	
Residential	2	13	15	16	46
Church				1	1
Commercial		2	1		3
Total	2	15	16	17	50
Trees	0	0	2	5	7
Other	0	0	0	1 (lamppost)	1
Total Surveyed Resources	2	15	17	24	58



South Murphy Avenue

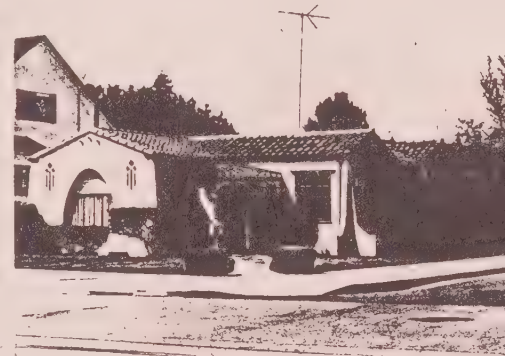
Of the individual Cultural Resource buildings which were surveyed, two were in poor condition, 15 were in fair condition, 16 were in good condition and 17 were in excellent condition. Since 17 buildings were considered to be in fair or poor condition, some follow-up code enforcement activity is needed. The Hendy lamp post, the only remaining lamp post in Sunnyvale which was made by the Hendy Iron Works, appears to be in good condition. Of the seven trees or tree groups which were surveyed, all appeared to be in good to excellent condition. However the surveyors were not arborists



and did not examine the trees closely. A more detailed examination of all of the trees on the Cultural Resources Inventory should be made periodically, in order to assure that they are being properly maintained.

Streetscapes

Some erosion has taken place with regard to the character of all of the streetscapes, but two of them have been significantly affected by change. The 400 block of South Frances Street has been impacted by a new small lot/small home single family development which has taken all but two properties on the west side of the block. The development surrounds the remaining two homes, making them appear awkward and out of context. While the east side of S. Frances has not been changed by this development, it had already been eroded. This block of the S. Frances Street streetscape should be reviewed to determine if enough remains to continue to list it on the Cultural Resources Inventory.



South Frances Street

The Crescent Avenue streetscape has been even more profoundly affected by development that has completely changed its character. It is interesting to find that the actual number of buildings lost was not large (four bungalows and five to seven barns) but that the overall change was profound. This change is due, at least in part, to the nature and location of the new development that replaced the buildings that were demolished. While much of the previous streetscape consisted of small residential buildings and agricultural accessory buildings set back on deep lots, providing a "country feeling" to the development, the new development replacing the demolished structures consists of large two story apartment buildings and condominiums. The mass and bulk of these buildings completely overshadows the remaining six homes, which are set in pairs, with each pair surrounded and dwarfed by the massive new buildings.



Crescent Street "Easter Gables" subdivision

The 1980 Heritage Preservation Sub-Element suggested exploring the possibility that this neighborhood might be given a National Register status. It was originally developed as the "Easter Gables" subdivision. It provided a combination of homes and barns for people who raised chickens that were

incubated by the Jubilee Incubator Company, one of the original agricultural industries brought to Sunnyvale through the efforts of W. E. Crossman. Unfortunately, at this time it seems unlikely that enough remains of the original neighborhood for it to be considered for National Register status, and, in fact, it is time to evaluate this streetscape to determine whether it should remain in the Inventory.



Crescent Street

One of the problems with the designation of cultural resources streetscapes is that there is no definition for "cultural resource streetscape" in the code. With the exception of the Murphy Station Heritage Landmark District and the Frances-Taaffe Heritage Housing District, which are specifically addressed in the code, there is no protection provided against demolition and replacement of structures within cultural resources streetscapes if the buildings are not listed individually in the Inventory. There are also no guidelines for making decisions on whether or not a proposal for demolition of an existing structure and/or the addition of new development on the street will damage the integrity of the streetscape. The concept of "streetscape" -- what it is, what characteristics give it distinction and should be preserved, what kinds of activities threaten its integrity -- is very loosely understood, if understood at all. All parties involved -- the City Council, the Heritage Preservation Commission, the Planning Commission and staff -- need to develop more clarity about this concept and then consider the development of more specific policies to guide decisions which affect cultural resources streetscapes.

Since new housing was constructed on the streetscapes, a potential conflict also exists between the City's desire to preserve heritage streetscapes and the City's desire to provide more housing units to meet the housing demand. This potential conflict should be addressed by a joint commitment by the Heritage Preservation Commission, the Planning Commission and the City's Community Development Department to work together closely whenever a proposal for new development within a cultural resources streetscape is proposed.



Townhomes surrounding Briggs-Stelling Mansion

While some of the residential streetscapes have not fared very well during the last fifteen years, the City's one commercial streetscape, the Murphy Station Heritage Landmark District (Murphy Avenue) has been more successful. The story of that success exemplifies the link between preservation and economic development, in that activities which were designed to promote preservation of the buildings and streetscape resulted in the creation of an environment that is so attractive that it has drawn significant business investment, re-establishing Murphy Avenue as a commercially viable neighborhood. In fact, Murphy Avenue has become a destination point for the region.



Murphy Avenue

In 1995, the Murphy Station Heritage Landmark District, contained 37 buildings and two vacant lots. Only six buildings in the district had not been improved, with other permit applications pending. This represents a dramatic improvement since the district was established in 1981.

These improvements have occurred after the City made an extensive investment in the district (which consists of both sides of the 100 block of South Murphy Avenue and adjacent properties on West Washington Avenue). City improvements included repaving and landscaping the parking lots, making street and sidewalk improvements and providing street trees, street furniture and planters. In addition to these improvements, the City made low interest loans available to owners to assist with building improvements. These actions followed the designation of the area as a heritage landmark district and the adoption of a redevelopment plan for the district.

In 1980, the original Murphy Avenue Design Guidelines were published. The guidelines provided the basic development plan for the district and established design criteria for the Heritage Preservation Commission to use in evaluating proposals for new buildings, building additions and renovations, signs, exterior lighting and landscaping plans. The design criteria focused on retaining the essential features of original building facades and the character of the





streetscape, while allowing for the kind of diversity typical of a main street which has been developed over time. By 1994, all copies of the original guidelines were gone. A CLG grant allowed the City to revise the guidelines to reflect the changes that had occurred, including the implementation of the development plan. The essential design philosophy was retained when the guidelines were republished. The guidelines continue to be used as a basic evaluation tool for proposed improvements in the district. As such, they have had a significant influence in guiding the revitalization of the district.

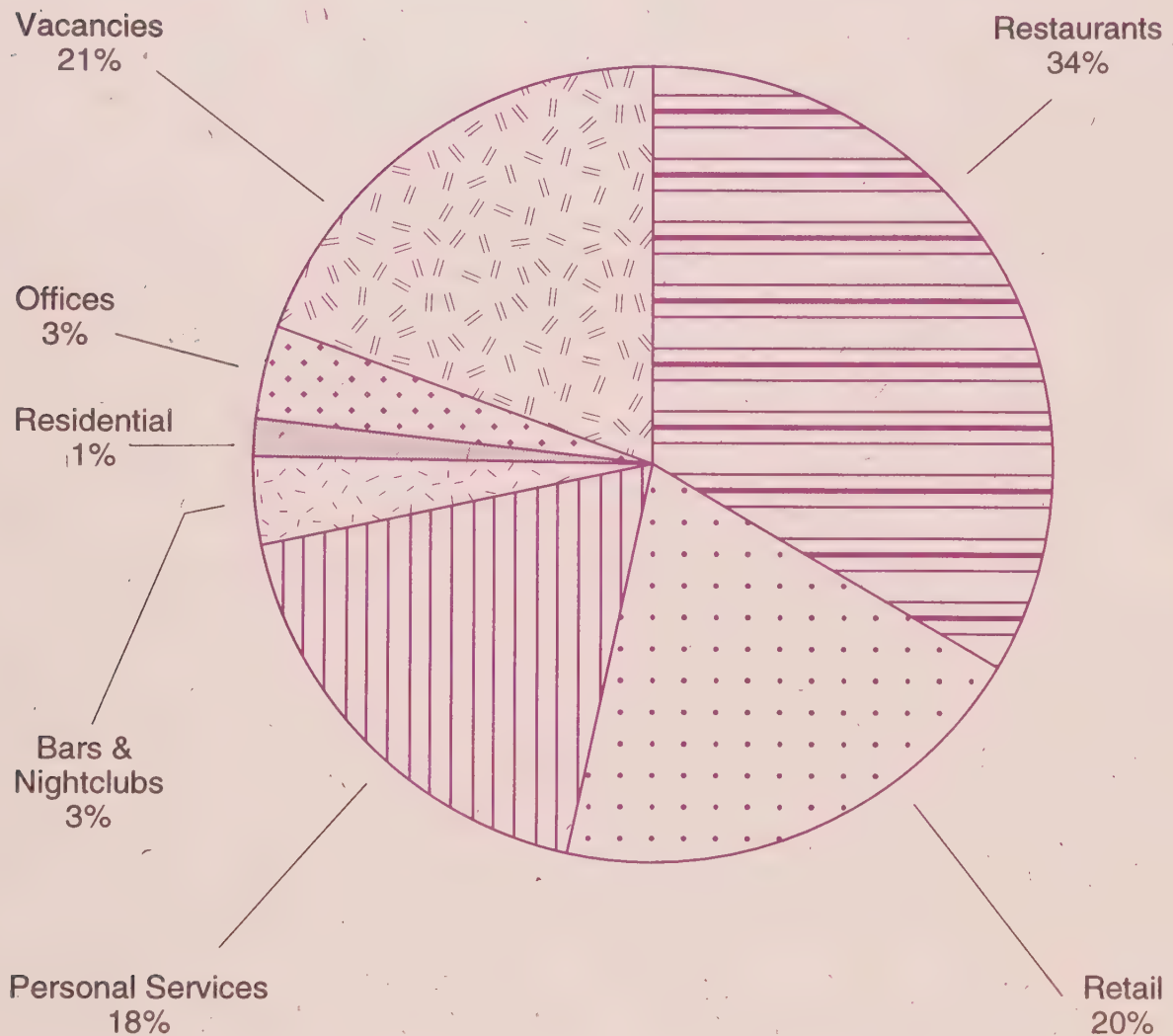
When the Murphy Station Heritage Landmark District was adopted by City Council in 1981, the criteria and processes described in the Heritage Preservation Ordinance for designation of landmark districts were used to establish the district. Since 1981, the Heritage Preservation Commission has considered 83 Landmark Alteration Permit applications for properties on Murphy Avenue. A Landmark Alteration Permit is required when any exterior change that will materially affect the appearance of a landmark is proposed. Landmark Alteration Permits have been issued for major facade renovations, building additions, new buildings in the district, new paint colors, signs, landscaping and exterior lighting. While not all of the permits that were approved were acted upon, the Landmark Alteration Permit process has paved the way for the changes that have taken place on Murphy Avenue.



In 1995, Murphy Avenue has become the restaurant and entertainment center of Sunnyvale. The single most prevalent use on Murphy Avenue is restaurants that serve alcoholic beverages. Other restaurants, bars and nightclubs are also present, along with personal services uses, specialty retail uses, professional offices and two apartments. In 1995, there are 24 permits for the service of alcoholic beverages on Murphy Avenue, with more applications pending. (See Pie Chart on the next page.)



Murphy Avenue Land Uses



Since the long term preservation of structures on the street is dependent upon the street's continuing commercial viability, consideration should be given to whether the number of businesses that serve alcoholic beverages should be limited, in order to achieve a more diverse mix of uses on Murphy Avenue. Entertainment related uses are especially vulnerable to fads, as new places and styles of entertainment attract those seeking new entertainment experiences. A strategic approach to keeping the economic base of a commercial neighborhood strong is to diversify the uses in order to attract a wider range of customers and to balance daytime/nighttime uses. A diversity of uses also functions to encourage multi-use in the area, as a customer shops for retail products, gets a haircut and stops for lunch or a snack at a restaurant. In order to keep Murphy

Avenue commercially viable, the Heritage Preservation Commission, the Planning Commission and staff from the Community Development Department should work closely together to encourage a strategic mix of uses on Murphy Avenue.

Undesignated Resources

The Cultural Resource Inventory does not include all of the buildings, trees and sites in the City that may be worthy of inclusion. Since the Inventory was established in 1980, some property owners of buildings or trees with heritage resource potential have chosen not to have their properties included on the list. Some properties on the cultural resource list which have qualities that could qualify them for landmark status have not been given this status because their owners were reluctant to accept the higher level of regulation that landmark status entails. There may be properties and neighborhoods which now should be considered that were not considered fifteen years ago when the Inventory was established because they were not "old" enough at that time. The standard rule is that a building should be at least fifty years old before it can be considered for some form of heritage status. However, there are other criteria besides age which may make a building worthy of consideration as a heritage resource (see criteria list on page 16).

The Cultural Resources Inventory should be updated every five years to include new resources that have been added to the Inventory since the last publication, delete those that have been lost and indicate any that may have been "upgraded" from a cultural resource status to a landmark status. At that time, existing resources should be re-evaluated and a new survey of the community conducted to determine if other buildings, sites, trees, streetscapes or districts should be considered for inclusion in the Inventory.





THE REGULATORY ENVIRONMENT

An important consideration in reviewing community conditions which affect the preservation of heritage resources in Sunnyvale is the regulatory environment in which the City operates its heritage preservation program. The City has incorporated a Heritage Preservation Ordinance into the Municipal Code and has established two heritage districts -- the Murphy Station Heritage Landmark District and the Frances-Taaffe Heritage Housing District -- each with regulations and policies which direct their administration. Some provisions of the ordinance, with regard to criteria for landmark designation and regulations for cultural resources, are discussed above. A discussion of the definitions and criteria for heritage resources has been provided. A more detailed discussion of other provisions of the City's heritage preservation ordinance and a discussion of the heritage housing district regulations is found in Appendix C.

Because the City recognized the value of preserving mature trees as an important part of Sunnyvale's heritage, the Tree Preservation Ordinance was enacted in 1991 (SMC 19.81). The Tree Preservation Ordinance requires that a tree permit be obtained before a tree over a certain size can be removed, and provides for City inspection of the tree to determine if it should be preserved.

A description of the provisions of the Mills Act, a state law which provides a tax incentive program for owners of historic properties who agree to certain improvement, maintenance and/or repair programs for their properties in return for significant decreases in property taxes, is also found in Appendix C. The City of Sunnyvale has entered into Mills Act contracts with the owners of three residential landmark properties in the city. The City should continue to consider any request for a Mills Act contract with an owner of a residential property with landmark status.

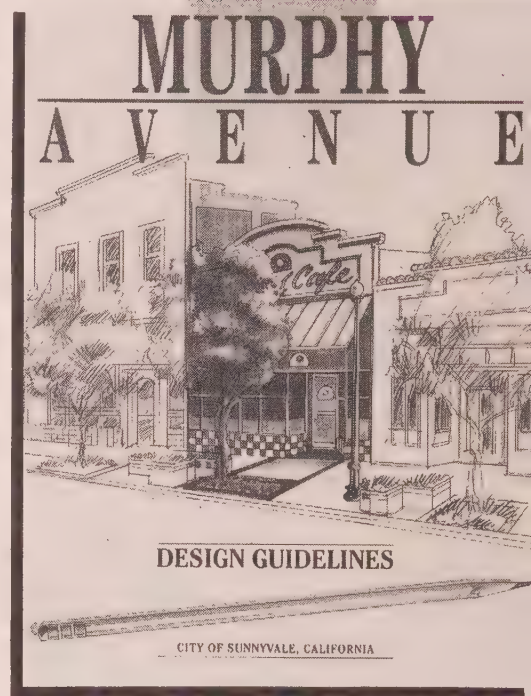
One of the most important relationships that the City has had with an "outside" agency is the relationship with the State Historic Preservation Office (SHPO). The City's heritage



Vargas Redwood Trees

program has achieved a designation as a Certified Local Government (CLG) from SHPO. Among other benefits, this designation entitles the City to apply for grants for certain heritage projects. The City applied for and received a grant to revise the Murphy Avenue Design Guidelines in 1994. A second grant request to revise the Cultural Resources Inventory was approved in 1995. However, participation in SHPO's CLG program has regulatory obligations as well as benefits. Because CLG grant criteria may change to emphasize projects that may not respond to the City's interests, and because maintaining CLG status requires staff time, the City should re-evaluate its ongoing participation in the CLG program every few years, to assess whether the program remains beneficial. A detailed description of SHPO and the funding process is found in Appendix C.

A detailed discussion of other State and Federal programs, agencies and grant sources which are a part of the operating environment for the City's heritage preservation program can be found in Appendix C. Since state and federal regulations change and agencies, programs and funding sources come and go, it will be important for staff, the Heritage Preservation Commission and others interested in the City's preservation activities to maintain current information on these agencies, programs and funding sources.



Cooperative Relationships with Local Agencies and Organizations

In addition to the State and Federal agencies that have regulatory powers or that provide funding opportunities, many private groups and agencies affect the operating climate of the City's heritage preservation program. Groups such as the Sunnyvale Historical Society, the Santa Clara County Heritage Council and the California Preservation Foundation provide information and support for the City's heritage preservation activities. The Heritage Preservation Commission has also both given and received support from other city agencies.

Many projects have been "shared." For example, the Heritage Preservation Commission and staff worked with the Arts Commission and staff from the Parks and Recreation



Department to develop the historic portraits that now hang in City Hall, the Library and other public places. The Arts Commission chose the artists and arranged for the portraits to be painted, while the Heritage Preservation Commission published a booklet (Sunnyvale Pioneer Portraits: Historical Portraits Project) providing information about the portrait subjects and how they were chosen.

The Orchard Heritage Theme Park and the Stamp Mill Project, which were initiated by the Sunnyvale Historical Society, were actively supported by the Heritage Preservation Commission and the Parks and Recreation Department. The City is now working with the Sunnyvale Historical Society to complete the Orchard Heritage Theme Park, which will include an interpretive display to highlight the living history resource of the existing apricot orchard in the Community Center complex. The Stamp Mill was one of the original industrial stamp presses used by Hendy Iron Works. It was donated by Westinghouse, to be installed in a public place chosen by the City.



The Heritage Preservation Commission published a book, Images, providing photographs and information on Sunnyvale's heritage resources which has been used extensively by members of the Sunnyvale Historical Society as well as the public. Since this book is now out of print, republication should be considered.

In addition to Images, the City recently provided a grant to assist with publishing a book on the history of Sunnyvale, Sunnyvale From the City of Destiny to the Heart of Silicon Valley, by Mary Jo Ignaffo. This book was published by the California History Center Foundation, and provides another example of how various public and private agencies can work together to acknowledge and preserve the City's heritage.

It will become increasingly important to maintain and expand relationships with these organizations as the City seeks to broaden its constituency for heritage preservation support and maximize the effectiveness of the City's heritage preservation program.

I·M·A·G·E·S
SUNNYVALE'S HERITAGE RESOURCES



It is especially important that communication between the Heritage Preservation Commission and the Sunnyvale Historical Society should continue to be maintained at a mutually supportive level, as this organization has a membership of approximately 300 Sunnyvale residents with an interest in preserving Sunnyvale's heritage.

Murphy Street Scene Sculpture by: John Battenberg

DEMOGRAPHIC AND SOCIAL TRENDS

Population Growth and Diversity

The population of the City is expected to continue to grow. The city's population in 1990 was 117,229. The City's Department of Finance estimates that Sunnyvale's 1995 population is 125,950, while the Association of Bay Area Governments (ABAG) projects a Sunnyvale population of 130,700 for the year 2000 and 139,700 for 2010. Some of this increase will be due to births, but most of it will be as the result of relocation and immigration. The fact that the City will have provided additional housing will encourage relocation from other cities in the Silicon Valley and the Bay Area and, possibly, from southern California. In addition, all of California is expected to experience an increase in immigration from other parts of the world. There has already been a significant increase in the percentage of Asian-Pacific Island population in Sunnyvale -- from 4% in 1970 to 19% in 1990.

The cultural traditions which now are reflected in Sunnyvale's built environment are the traditions of Americans of European descent. It is these traditions which have defined what is beautiful and what is worthy of preservation. As the number of immigrants from other countries increases, the ethnic make-up of the population will change. The new residents will bring with them their own concepts about what is beautiful, what is acceptable and what is worthy of preservation. For example, in Los Angeles the Chinese community has established their architectural presence by renovating the bungalows in one older neighborhood where they have settled to express their own cultural traditions. It could be said that these changes, as much as the original building styles, are now a part of Los Angeles' heritage.



Briggs-Stelling Mansion



Sunnyvale has not yet experienced the "layering" effect of having buildings used over time by different cultural groups. Therefore, the question of "whose heritage is it?" that should be preserved has not arisen. However, if the predicted demographic changes occur, this could be a relevant question in the future. Some new residents may at first tend to move into the older, less expensive neighborhoods which contain a significant number of cultural resource homes and propose to make changes to these homes to express their cultural traditions. Should this pattern occur, it will provide an opportunity to develop a creative dialogue between the new residents and the heritage "establishment." Although the dialogue might begin by focusing on architectural concerns (i.e., how to maintain the essential integrity of a building without inappropriately inhibiting the expression of cultural preferences), the experience of dialogue could also provide an opportunity to encourage the new residents to become active participants in Sunnyvale's heritage programs.

In order to benefit from the enrichment possible through integration of diverse traditions, an energetic program of outreach and involvement should be developed.

Economic Prosperity

Although, in this increasingly-complex world economy it is impossible to predict which communities (or nations) will be prosperous in the future, at this time in the history of Sunnyvale the economic prospects look promising. As with many other things, economic prosperity raises the potential for both problems and opportunities for the city's heritage preservation program. The problems include the development pressures on older properties and neighborhoods which are described above. The opportunities come when a prosperous population has enough time and discretionary money to support "quality of life" issues such as the arts and heritage preservation. To reach these people and involve them in heritage preservation support will require an outreach effort.





THE STRATEGIC PLAN

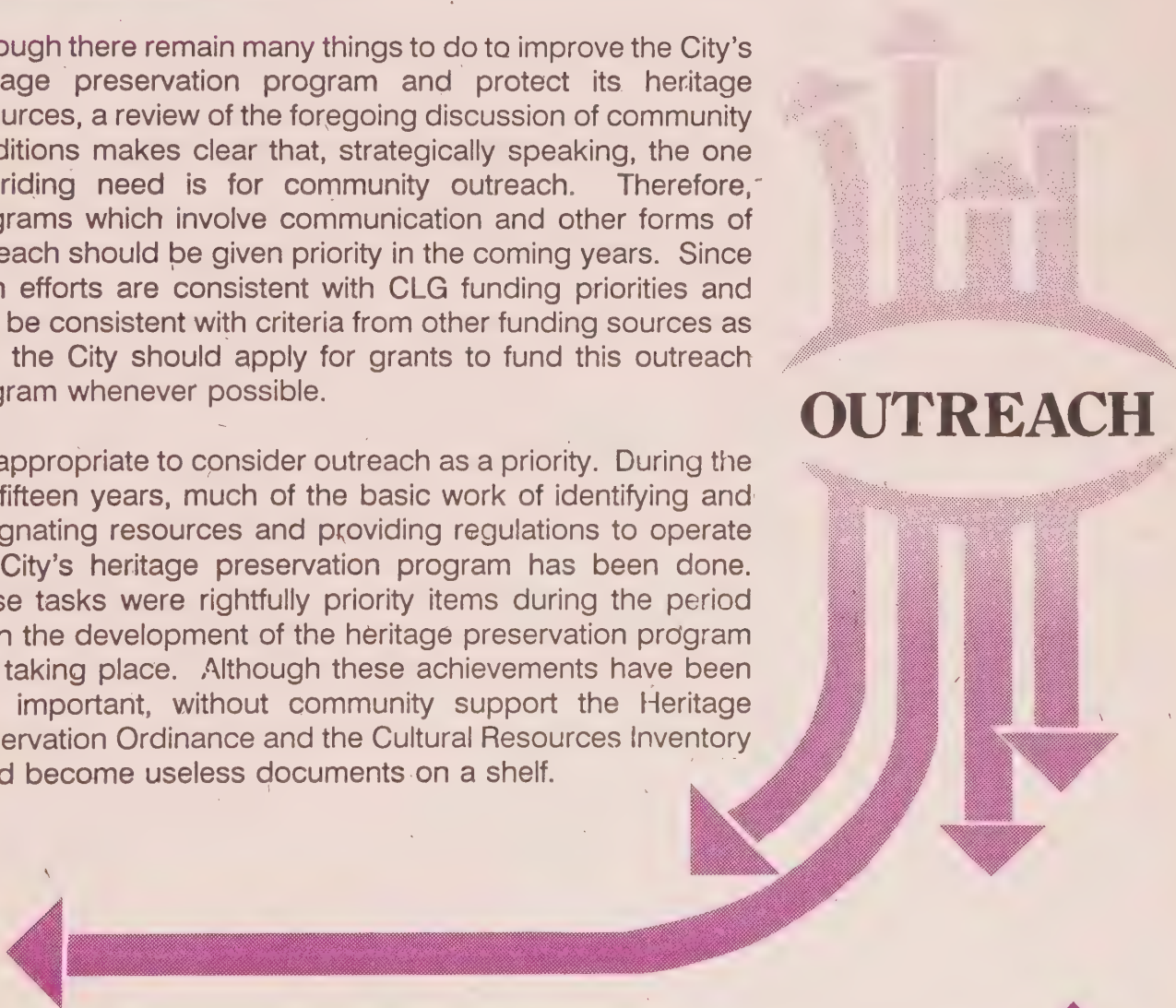
Since the continued economic development of the city is of vital strategic interest, it is important to acknowledge the link between preservation of the City's heritage resources and economic development.

As noted in the discussion of Murphy Avenue, preservation of heritage buildings, trees, streetscapes and other heritage artifacts makes a community more interesting and aesthetically pleasing, thereby encouraging economic investment in the community. Sometimes, however, these two values -- heritage preservation and economic development -- may appear to be in conflict with each other. Creative resolutions of such apparent conflicts can be found through good communication and coordination between the various decision makers who are involved.

Although there remain many things to do to improve the City's heritage preservation program and protect its heritage resources, a review of the foregoing discussion of community conditions makes clear that, strategically speaking, the one overriding need is for community outreach. Therefore, programs which involve communication and other forms of outreach should be given priority in the coming years. Since such efforts are consistent with CLG funding priorities and may be consistent with criteria from other funding sources as well, the City should apply for grants to fund this outreach program whenever possible.

It is appropriate to consider outreach as a priority. During the last fifteen years, much of the basic work of identifying and designating resources and providing regulations to operate the City's heritage preservation program has been done. These tasks were rightfully priority items during the period when the development of the heritage preservation program was taking place. Although these achievements have been very important, without community support the Heritage Preservation Ordinance and the Cultural Resources Inventory could become useless documents on a shelf.

OUTREACH



A strong public outreach effort is needed to bring more public attention to the City's heritage resources and develop increased public support for the City's heritage preservation activities. A basic program of public outreach should be considered. This program would serve as a resource as the community experiences the changes that will occur from the projected increases in population and demographic diversity. Outreach could take the form of programs on Sunnyvale's heritage that are presented to school classes, video presentations that can be used by various church, civic, business and other community groups, and publications, visual and kinetic exhibits and displays and other tools that will provide information on Sunnyvale's heritage to as many residents as possible. The Heritage Preservation Commission could be more visible at public events, such as the Art and Wine Festival and the State of the City event. The Commission may wish to develop slide shows and exhibits to use for these and other public events.

The outreach program will not only introduce new residents to the City's heritage program and resources, but will encourage all residents from all age groups, income groups, social and ethnic backgrounds to participate in heritage preservation.



COMMUNITY CONDITION INDICATORS

The use of quantifiable measurements can be helpful in measuring the success of the heritage preservation program, as well as the need to make changes in the program to meet unanticipated needs or problems and to identify trends which may require adjusting priorities.

	<u>92/93</u>	<u>93/94</u>	<u>94/95</u>	<u>95/96</u>	<u>96/97</u>	<u>97/98</u>
<u>Land Uses/Development Patterns</u>						
# of redevelopment projects in older, established neighborhoods (40 years old & older)	N/A	1	0			
<u>Heritage Resources</u>						
# of cultural resource homes renovated	N/A	N/A	2			
# of development-related changes in cultural resources streetscapes	0	1	1			
# of Landmark Alteration Permits granted						
a. On Murphy Avenue	9	6	5			
b. For other landmark properties						
# of heritage resources demolished or moved out of Sunnyvale	0	1	2			
# of heritage trees removed	1	0	1			
# of cultural resources added to Inventory	0	0	0			
# of Landmarks added to Inventory	0	0	0			
# of Mills Act contracts enacted	2	1	0			
# of heritage resources requiring code enforcement	N/A	N/A	N/A			

	<u>92/93</u>	<u>93/94</u>	<u>94/95</u>	<u>95/96</u>	<u>96/97</u>	<u>97/98</u>
<u>Murphy Avenue</u>						
% of uses						
a. restaurants	N/A	N/A	34%			
b. retail	N/A	N/A	20%			
c. personal services	N/A	N/A	18%			
d. bars and nightclubs	N/A	N/A	3%			
e. residential	N/A	N/A	1%			
f. offices	N/A	N/A	3%			
g. vacancies	N/A	N/A	21%			
# of demolitions	0	0	2			
# of new buildings and major building renovations	1	3	2			
<u>Intergovernmental Relationships</u>						
# of grants received for heritage program/projects	N/A	1	1			
# of Sunnyvale landmarks given state and/or national landmark status	0	0	0			
<u>Policy Implementation</u>						
# of heritage-related legislative issue items approved by Council and included in staff workplans	1	1	1			
<u>Community Relations</u>						
# of outreach presentations made	0	0	0			
# of joint projects with other City Divisions or Departments and/or community groups	1	0	1			
# of publications developed and made available for distribution	1	0	1			

INTRODUCTION TO THE GOALS, POLICIES AND ACTION STATEMENTS



The Goals, Policies and Action Statements are the heart of this Sub-Element. They flow out of the preceding analysis of existing community conditions and assessment of future trends which could affect Sunnyvale's heritage preservation program through the next decade. The analysis has identified the needs, the problems and the opportunities. The Goals, Policies and Action Statements form the outline of the strategic plan for the Sunnyvale heritage preservation program to follow in the coming years.

The Goals, Policies and Action Statements section uses the standard format established for the Goals, Policies and Action Statement section of every element and sub-element in the City's General Plan. This standard format is necessary in order for the General Plan to be developed as a coherent whole, since the individual elements and sub-elements are written at different times by different City Departments and Divisions. However, this format does not specifically differentiate between the various goals, policies and action statements listed to indicate which have highest priority, which actions should be taken first, etc. In this sense, the format is not strategic.

To accommodate the format, while providing a more strategic approach, the Goals, Policies and Action Statements which follow are organized in a strategic manner. For example, Goal A, which has to do with community outreach, precedes Goal B, which has to do with maintenance and further expansion of the City's heritage resources. As discussed in the previous section, community outreach is considered a priority, in order to develop greater public interest in, and support for, the City's heritage preservation program. This increased public support should then make it easier to achieve Goal B. To further illustrate the strategic organization of this section, under Goal A, the first policy listed has to do with providing information on Sunnyvale's heritage to schools, neighborhood organizations and other groups. The next policy has to do with developing and expanding cooperative working relationships with these groups. It was felt that it is necessary to prepare and provide information to present to these groups as the first step in involving them in cooperative ventures with the City's heritage preservation program.

Not all policies and action statements are listed in priority order, since some have equal weight in terms of strategic outcome and/or could be accomplished at the same time or in a different time sequence without affecting the strategic outcome. But where there are clear priorities in the policies and action statements, they are organized accordingly.

GOALS, POLICIES AND ACTION STATEMENTS

- ◇ GOAL 6.3A. TO PROMOTE KNOWLEDGE OF, AND APPRECIATION FOR, SUNNYVALE'S HERITAGE AND TO ENCOURAGE BROAD COMMUNITY PARTICIPATION IN HERITAGE PROGRAMS AND PROJECTS

◆ Policy 6.3A.1

Provide information on Sunnyvale's heritage to schools, civic groups, neighborhood organizations, business organizations and other established organizations.

Action Statements

- 6.3A.1a. Consider development of partnerships with the Sunnyvale Historical Society and other interested organizations and individuals to prepare a plan for a comprehensive multi-media informational resource package on Sunnyvale's heritage resources and programs.
- 6.3A.1b. Use informational materials provided by other sources, such as the Sunnyvale Historical Society and the Sunnyvale Historical Museum.
- 6.3A.1c. Seek out funding sources to develop multi-media presentation resources.
- 6.3A.1d. Publish and distribute written materials.
- 6.3A.1e. Provide copies of all materials, including materials and information developed as a result of historical research, to the library for the Sunnyvale historical archive.
- 6.3A.1f. Consider making presentations on Sunnyvale's heritage preservation resources and programs to school boards and to school classes and/or make materials available to teachers.
- 6.3A.1g. Consider making presentations on Sunnyvale's heritage preservation resources and programs

to organizations such as the Chamber of Commerce and groups such as the Murphy Avenue business owners, as well as to interested neighborhood and community groups.

- 6.3A.1h Mail monthly meeting agendas and announcements of heritage preservation events to interested organizations and individuals.

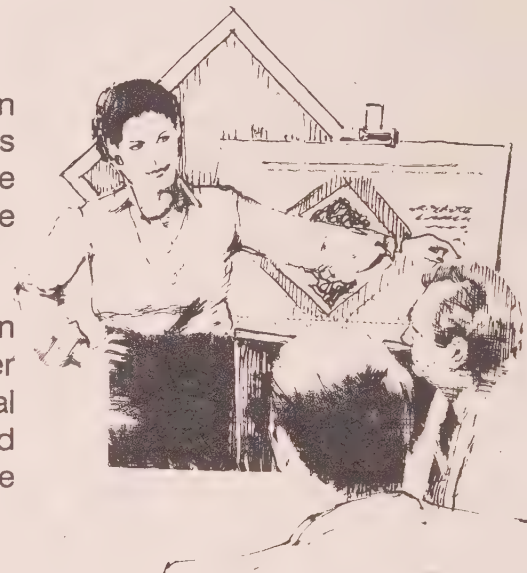
- ◆ Policy 6.3A.2 *Develop and expand cooperative working relationships with schools, civic groups, neighborhood organizations, business organizations and other established organizations to share in the promotion of heritage programs and projects.*



Action Statements

- 6.3A.2a. Provide training to assist Heritage Preservation Commissioners who wish to make presentations to other local government agencies and private organizations about Sunnyvale's heritage preservation resources and programs.

- 6.3A.2b Encourage Heritage Preservation Commissioners to act as liaisons to other organizations such as the Sunnyvale Historical Society, in order to maintain current and effective communication and maximize the benefits of mutual cooperation.



- ◆ Policy 6.3A.3 *Promote the understanding that heritage preservation enhances property values and provides financial and economic benefits to property owners, neighbors and the City.*

Action Statements

- 6.3A.3a Collect information on the economic development and vitality of Murphy Avenue.

6.3A.3b Research and document the link between preservation and enhanced property values and/or economic development.

6.3A.3c Integrate economic benefit information with other information provided in presentations and written materials.

◆ Policy 6.3A.4 *Consider development of a comprehensive outreach program to encourage involvement of a broad spectrum of the community in heritage preservation issues and projects.*

Action Statements

6.3A.4a If demographic changes indicate the need to do so, consider development of multi-lingual informational materials for distribution.

6.3A.4b Develop ongoing relationships with the local press to maximize publicity opportunities for heritage preservation programs and projects.

6.3A.4c Use the community access channel to publicize programs and events.

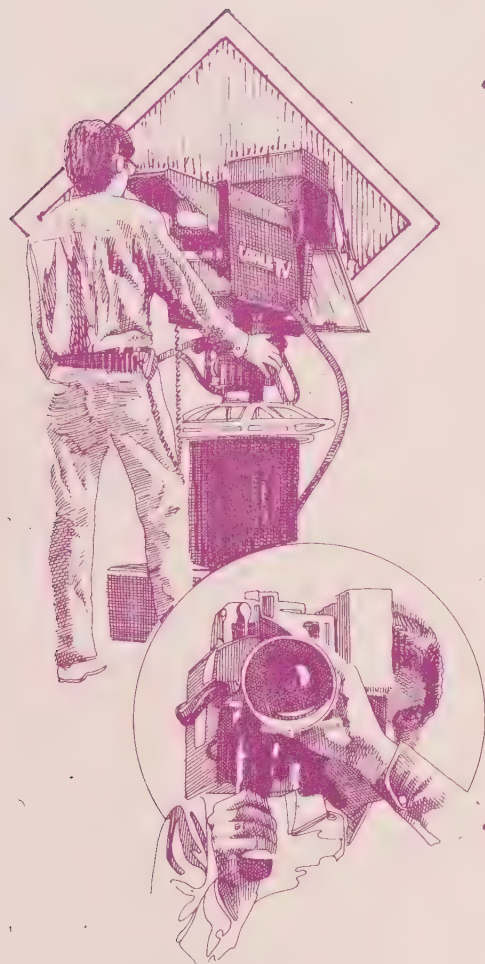
◆ Policy 6.3A.5 *Provide helpful and efficient customer service to persons interested in heritage resources.*

Action Statements

6.3A.5a Maintain current data on heritage resources.

6.3A.5b Provide written materials on heritage resource regulations, procedures, projects and programs for distribution.

6.3A.5c Maintain public records related to heritage preservation in an organized, systematic manner.



6.3A.5d Provide a California and local history collection that meets the needs of historical research and is archival in scope for Sunnyvale and the Santa Clara Valley. (Same as Library Sub-Element 6.2C.3d.)

6.3A.5e Work with the Sunnyvale Historical Society in studying the feasibility of establishing a Sunnyvale Historical Archive Collection. (Same as Library Sub-Element 6.2C.3e.)

◆ Policy 6.3A.6 *Keep all informational materials, whether written, visual or graphic, as current as possible.*

Action Statements

6.3A.6a Update the Cultural Resources list each time there has been a change in the properties listed on the Cultural Resources Inventory.

6.3A.6b Revise and republish the Cultural Resources Inventory every five years, or as needed.

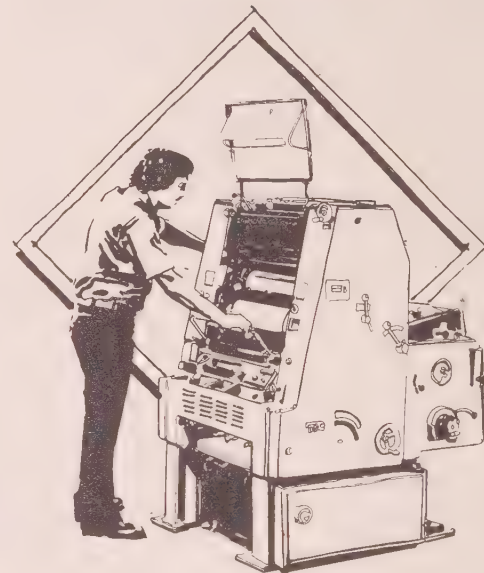
6.3A.6c Revise and republish the Murphy Avenue Design Guidelines every ten years, or as needed.

6.3A.6d Review the Heritage Preservation Sub-Element periodically to determine if it should be updated.

6.3A.6e Consider republication of the book Images.

6.3A.6f. Acknowledge and use all appropriate resources, including oral traditions, when developing informational materials.

◆ Policy 6.3A.7 *Ensure that appropriate and effective public notification and access are provided for all heritage preservation commission activities and all heritage preservation programs and projects.*



◇ **GOAL 6.3B. TO ENHANCE, PRESERVE AND PROTECT SUNNYVALE'S HERITAGE, INCLUDING NATURAL FEATURES, THE BUILT ENVIRONMENT AND SIGNIFICANT ARTIFACTS**

- ◆ **Policy 6.3B.1** *Preserve existing landmarks and cultural resources and their environmental settings.*

Action Statements

- 6.3B.1a Continue to monitor and review development on Murphy Avenue, to preserve its heritage resources and encourage the maintenance of an environment that attracts both visitors and local residents, thereby encouraging Murphy Avenue's ongoing commercial vitality.
- 6.3B.1b Use the review process to encourage the development and maintenance of appropriate settings and environments for heritage structures, to the greatest degree feasible.
- 6.3B.1c Protect the architectural and spatial development characteristics of cultural resource streetscapes, to the greatest degree feasible.
- 6.3B.1d Encourage ongoing maintenance and appropriate use of heritage properties.
- 6.3B.1e Consider instituting a "Partners" program for older neighborhoods containing a number of cultural resource structures where there is evidence that structures in the neighborhood may be deteriorating due to poor maintenance and lack of repairs.

- ◆ **Policy 6.3B.2** *Provide owners of heritage resource properties with information on the various tax and other financial benefits that may be available to them, and, when needed, assist them with applying for these benefits.*

Action Statements

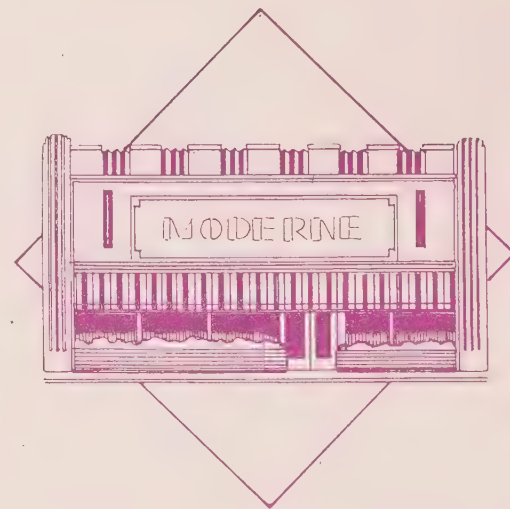
- 6.3B.2a Identify all potential tax and other financial incentives to encourage the preservation and proper maintenance of heritage properties and keep this information current.
- 6.3B.2b Prepare and distribute a mailer on financial incentives to owners of heritage resource properties.
- 6.3B.2c Provide financial incentives information to potential owners and those inquiring about renovating their properties.
- 6.3B.2d If needed, assist owners in preparing required historic documentation.
- 6.3B.2e At owners request, consider Mills Act contracts with owners of residential landmark properties.



- ◆ Policy 6.3B.3 *Enhance the visual character of the City by preserving diverse as well as harmonious architectural styles, reflecting various phases of the City's historical development and the cultural traditions of past and present residents.*

Action Statements

- 6.3B.3a Identify architectural features and styles which are of historical, architectural or cultural interest and encourage the preservation of these features and styles whenever possible, even when a building or streetscape has not been specifically designated as a heritage resource. The Citywide Design Guidelines and the design review process can be used to support this approach.



6.3B.3b

When new residents wish to make changes that will affect the architectural character of older homes which have distinctive architectural features or style, encourage them to retain the most significant architectural features.



Policy 6.3B.4

Identify and work to resolve conflicts between the preservation of heritage resources and alternative land uses.

Action Statements

6.3B.4a

When proposals are received which could involve removal of heritage resources or significantly affect such resources or their environments, including cultural resources streetscapes, such proposals should be reviewed by a heritage resources committee, composed of staff from various divisions of the Community Development Department, to ensure that decisions that are made consider all significant factors. The committee should seek the advice of the Heritage Preservation Commission when appropriate.

6.3B.4b

Consider providing more flexibility in the zoning code to provide for adaptive reuse of heritage structures when existing uses are not economically feasible and alternative uses would not be allowed under existing zoning regulations.



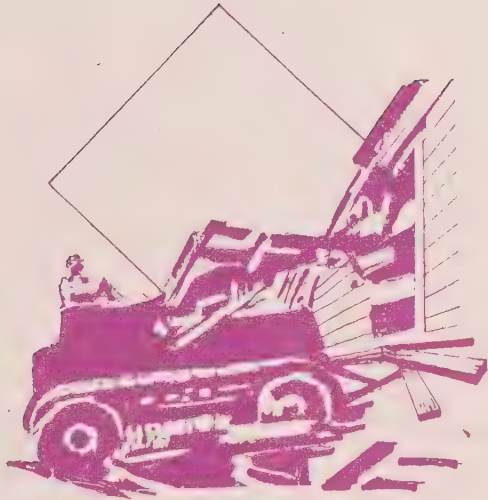
Policy 6.3B.5

Seek out, catalog and evaluate heritage resources which may be significant.

Action Statements

6.3B.5a

Conduct surveys of older residential neighborhoods and those containing homes built by well known architects and/or containing homes of a distinctive design to determine if such homes and streetscapes should be

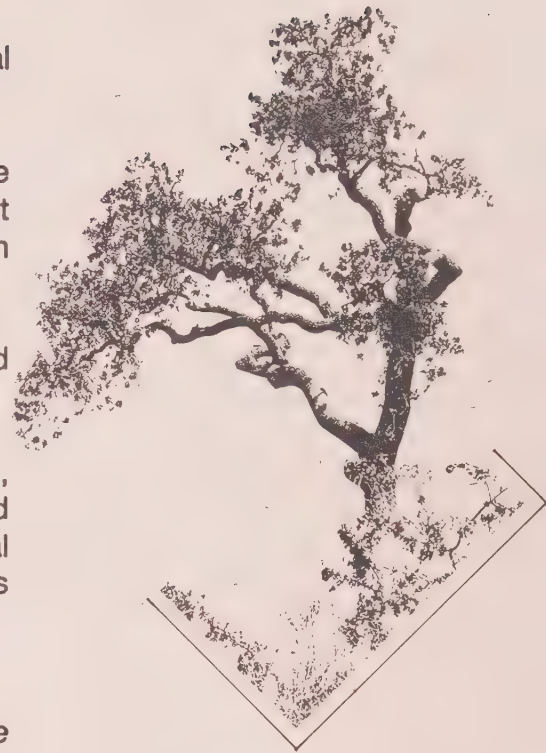


considered for inclusion in the Cultural Resources Inventory.

6.3B.5b Identify structures or other resources which are now designated as "cultural resources: but which have qualities that may make them eligible for landmark status.

6.3B.5c Identify trees, sites and artifacts which should be considered for cultural resource status.

6.3B.5d Where it has been determined that a structure, streetscape or other heritage resource should be considered for designation as a cultural resource or as a landmark, institute the process to designate them accordingly.



◆ Policy 6.3B.6 *Whenever a local landmark may have qualities that might make it eligible for a State or National Landmark status, encourage the owner of the landmark to apply for that status and actively assist with the application process.*

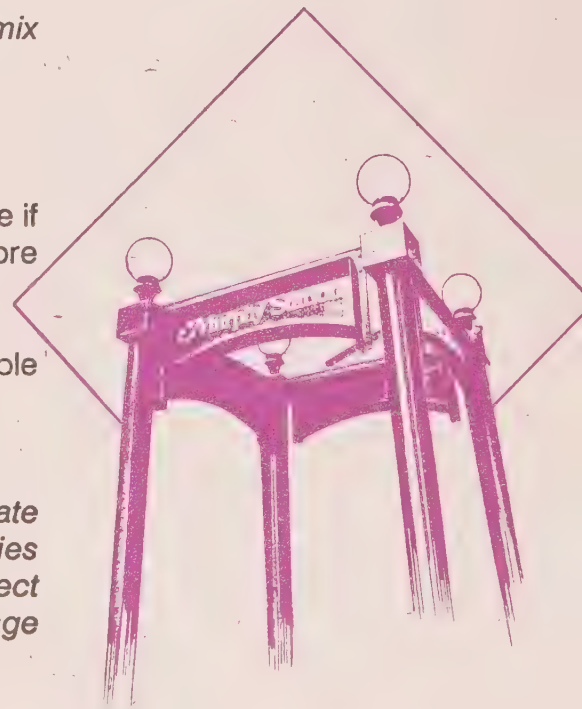
◆ Policy 6.3B.7 *Encourage a commercially strategic mix of uses on Murphy Avenue.*

Action Statements

6.3B.7a Consider the current use pattern to determine if the use mix is in balance or whether more diversity is needed.

6.3B.7b Solicit and encourage a commercially desirable mix of uses.

◆ Policy 6.3B.8 *Maintain current information on all State and Federal programs, projects, policies and funding sources which could affect or enhance Sunnyvale's heritage programs.*



◆ Policy 6.3B.9

Maintain the heritage preservation ordinance and its regulations and procedures as part of the Sunnyvale Municipal Code, making minor modifications as necessary but keeping its principle functions intact, including the maintenance of the Heritage Preservation Commission's roles and functions.

◆ Policy 6.3B.10

Archeological resources should be preserved whenever possible.

Action Statement

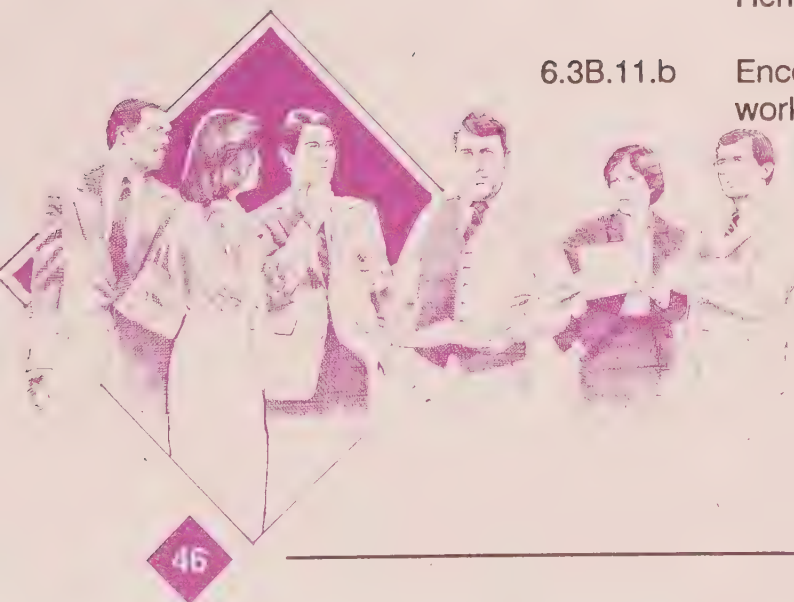
- 6.3B.10a Whenever construction is proposed in an area which may contain archeological resources, a condition of approval for the project should provide that construction should cease and a qualified archeologist be called in the event that evidence of archeological resources is found.

◆ Policy 6.3B.11

Provide a qualified Heritage Preservation Commission whose members have the skills and expertise needed to perform their roles properly.

Action Statements

- 6.3B.11.a Actively recruit individuals with the desired qualifications and expertise to serve on the Heritage Preservation Commission.
- 6.3B.11.b Encourage Commissioners to attend relevant workshops, seminars and conferences.





APPENDICES



Appendix A

STATUS OF 1980 HERITAGE PRESERVATION SUB-ELEMENT GOALS, POLICIES AND ACTION STATEMENTS

GOAL A: To know and safeguard the significant heritage from Sunnyvale's past - natural and man-made.	
POLICY/ACTION STATEMENT	STATUS
Policy A.1. Since the significance of our heritage resources may not be recognized until after their destruction, or after they have been impaired by inappropriate nearby development, it is determined to be in the public interest to seek out, catalog, and evaluate heritage resources from the City's past, both natural and man-made, which may be found to be significant.	Done/Ongoing
Action Statements	
A.1.a Evaluate the cultural resources inventories in September, 1979, so as to: <ol style="list-style-type: none"> 1. Form basis for landmark designation 2. Form basis for inclusion in Federal, State or County registers where appropriate. 	Done Not specifically done
A.1.b Establish a mechanism for the nomination and evaluation of resources not already inventoried.	Done
Policy A.2 Where historically or culturally significant landmarks or districts have been identified whose removal or insensitive alteration would result in a loss to the City, such landmarks or districts should be given official status, in order: <ol style="list-style-type: none"> a. To assure qualified review before change is approved. b. To provide for appropriate conditions or waivers to assure the preservation of their significant characteristics while at the same time the intent of other applicable policies and regulations. c. To make them eligible for incentives to their preservation which may be available. 	Done/Ongoing
Action Statements	
A.2.a Enact heritage management regulations as addition to Sunnyvale Municipal Code	Done
A.2.b Avoid or minimize impairment of nearby landmarks in designing and executing public projects.	Ongoing
Policy A.3 Where culturally or aesthetically significant natural features, such as heritage trees, important vistas or views have been identified, such natural features should be protected against indiscriminate, unthinking destruction or impairment.	Done/Ongoing
Action Statements	
A.3.a Enact tree preservation regulations as addition to Sunnyvale Municipal Code.	Done
A.3.b Avoid or minimize impairment of natural features in designing and executing public projects.	Ongoing

<u>Action Statements</u>	
C.1.a. Assist in increasing public awareness of cultural heritage through such means as: <ol style="list-style-type: none"> 1. Publication help 2. Sponsorship or co-sponsorship of events 3. Dissemination of heritage resource materials to schools 4. Speakers bureau 5. Displays 6. Commemorative Plaques 	Done/Ongoing Ongoing Not a practice/ Needs review Sporadic activity Done/Ongoing Done/Ongoing
<u>Policy C.2.</u> Where public records are a necessary part of the documentation of significance, they should be preserved and organized to facilitate such documentation. Where the best available sources are private records, the City should cooperate in their compilation and preservation.	Done/Ongoing
<u>Action Statements</u>	
C.2.a. Structure property records within Environmental Data File so that historic information, as well as current information, can be readily retrieved.	Needs review
C.2.b. Consider microfilming records of early development which are either too voluminous or too fragile for retention otherwise.	Done/Ongoing

Appendix B

Inter-relationships with Other Elements and Sub-Elements

Transportation Sub-Element - (1981, revision pending)

Policy 1D.1. Insure that new development and local activity centers have adequate access, on-site circulation, parking, and loading areas for all transportation modes.

Action Statements

- 1D.1c. Develop a multi-year plan to insure that the Downtown Parking District provides sufficient parking.

Land Use Sub-Element - (1984, revision pending)

Policy 2.1A.3. Provide for a full range of commercial uses which will respond to the service needs of the community.

Action Statements

- 2.1A.3a. Central business area shall provide regional shopping services for goods and services to residents in Sunnyvale and surrounding communities.

The Central Business District should be considered a high intensity or high activity area. There are two main areas where this designation is applicable. The first is located between Mathilda, Sunnyvale Avenue, Iowa and Evelyn Avenues. This area contains the Town Center, Town & Country Village and the historic Murphy Avenue Revitalization area. Major financial institutions are within the boundaries. The corresponding zoning is C-3 or C-H (Historic Commercial).

Policy 2.1C.5. Assure high quality commercial areas.

Action Statements

- 2.1C.5f. Implement the Murphy Avenue Plan by providing opportunities for revitalization and historic preservation.

In the Murphy Avenue area, only those commercial uses which are compatible with the heritage character of the area should be approved. Even though there is an Historic Zoning District, each application for a particular use should be reviewed to assure that the heritage character and theme is carried out to the extent possible.

- 2.1C5g. Continue to support commercial activities in the central area by providing adequate parking through the Parking District.

The Central Sunnyvale Plan and the Murphy Avenue Plan also provide policy direction for the type and intensity of use in the downtown area. A major part of the downtown is within the Parking District.

- 2.1C.5i. Continue to provide a pedestrian orientation for the downtown through the site review process and the provision of pedestrian facilities.

Pedestrian facilities which are in the public right-of-way or on public land will be reviewed in more detail in the Community Design Sub-Element.

- Policy 2.1C.6. All commercial activities should be conducted primarily within a building.

Action Statements

- 2.1C.6a. Permit temporary outside activities which promote the permanent use, are civic/promotional in nature, or correspond to a season or holiday.
- 2.1C.6b. Permit permanently located uses, not in a building, when they enhance the primary use, provide a social service or add character to the City. These types of uses should be allowed on a limited and restricted basis, i.e. Farmer's Market.

- Policy 2.1D.2. Archeological resources should be preserved where possible.

Open Space Sub-Element - (1992)

- Policy 2.2C.4 Provide, develop and maintain Special Use Parks and Facilities.

Action Statements

- 2.2C.4e. Consider the designation, development and management of an Orchard Heritage Park at the Community Center site consistent with an overall plan and in cooperation with the Sunnyvale Historical Society.

Community Design Sub-Element - (1990)

- Goal 2.5A Promote Sunnyvale's image by maintaining, enhancing and creating physical features which distinguish Sunnyvale from surrounding communities and by

preserving historic buildings, special districts and residential neighborhoods which make the City unique.

Policy 2.5A.2 Ensure that new development is compatible with the character of special districts and residential neighborhoods.

Action Statements

- 2.5A.2a. Maintain design guidelines and policies for new construction in historic districts which define acceptable building styles, shapes, rooflines, colors, materials, fenestration and setbacks and develop new guidelines as needed.
- 2.5A.2d. Continue to identify and adopt methods of preserving historic resources and special districts.

Policy 2.5A.3 Support measures which enhance the identity of special districts and residential neighborhoods to create more variety in the physical environment.

Action Statements

- 2.5A.3c. Continue to preserve buildings with unique historic or architectural value.
- 2.5A.3d. Protect historic landmarks by discouraging adjacent development which hides or overwhelms their unique qualities.
- 2.5A.3f. Strengthen the downtown as the visual as well as functional focus of Sunnyvale.
- 2.5A.3g. Consider design features that help locate the downtown district and emphasize the roadways and intersections leading downtown.

Policy 2C.4 Encourage quality architectural design which improves the City's identity, inspires creativity and heightens individual as well cultural identity.

Action Statements

- 2.5C.4a. Encourage easily identified and attractive building entrances which are oriented to the street.
- 2.5C.4c. Require roof elements to wrap around the building so that the element looks integrated and not just pasted on.

- 2.5C.4d. Encourage clear glass windows at the pedestrian level for commercial buildings to provide visibility of the activities inside stores and restaurants and visibility of pedestrian activity outside.
- 2.5C.4e. Continue to require mechanical equipment to be fully screened and integrated with the architecture of the building.
- 2.5C.4f. Encourage building windows to have a shape and spacing consistent with the building style.
- 2.5C.4i. Encourage buildings with two or more stories to have architectural elements which create a pedestrian scale on the ground level, such as variations in the textures and materials, differentiated piers and columns, recessed entries and windows, awnings or offset planes.
- 2.5C.4j. Avoid tall buildings which create a tunnel effect and where necessary step the building back above the second level or stagger setbacks on the street.
- 2.5C.4l. Avoid blank walls on the ends of buildings facing the roadway and provide detail and articulation on these elevations.
- 2.5C.4m. Encourage the spacing and size of doors and windows to have a rhythm compatible with the architectural style.
- 2.5C.4n. Encourage buildings where each of the building elements, such as windows, roofs and walls, are in proportion with each other.
- 2.5C.4o. Encourage high quality, durable materials for buildings which create texture.
- 2.5C.4p. Avoid piecemeal embellishment, frequent changes in materials or materials that are incompatible with the building style.
- 2.5C.4q. Encourage exterior building materials to wrap around corners and any change in materials only to be made in locations where there is a change in the building plane or where a change in materials is effectively used to identify the base of the building.
- 2.5C.4r. Review building colors in the context of the scale of the building and avoid strong colors which may be overwhelming at larger scale.

- 2.5C.4s. Encourage buildings where all of the design elements, such as colors, materials, style and ornamentation are unified and create cohesive, attractive and distinctive architecture.

Policy 2C.5 Ensure that buildings are appropriate to their context and designed to be compatible with surrounding properties and special districts.

Action Statements

- 2.5C.5a. Encourage new construction to be consistent with the horizontal or vertical building orientation or building shape of special districts or streetscapes.
- 2.5C.5b. Encourage roof styles which are similar to surrounding buildings or unique districts.
- 2.5C.5c. Avoid buildings which do not have a similar scale or height as surrounding properties, except at gateways or for landmark structures.
- 2.5C.5e. Avoid building colors which are not compatible with adjoining properties or special districts.

Library Sub-Element - (1990)

Policy 6.2C.3. Maximize the effectiveness of the library as an intellectual response to the community through the continued development of special collections.

Action Statements

- 6.2C.3d. Provide a California and local history collection that meets the needs of historical research and is archival in scope for Sunnyvale and the Santa Clara Valley.
- 6.2C.3e. Work with the Sunnyvale Historical Society in studying the feasibility of establishing a Sunnyvale Historical Archive Collection.

Community Participation Sub-Element - (1995)

Policy 7.2C.2 Ensure that appropriate and effective public notification and access, in accordance with City Council policies are provided to enhance meaningful community participation in the policy making process.

Action Statements

- 7.2C.2b. Ensure that all public board, commission and Council meetings provide an opportunity for public input and involvement.

Policy 7.2C.4 Assure that citizens and organizations are actively involved in the identification of community needs and the development of solutions.

Action Statements

- 7.2C.4a. Enhance the ability of Board and Commission members to act as key policy advisors to Council through orientation, training and communication.

Legislative/Management Sub-Element - (1986)

Policy 7.3A.1. Utilize the General Plan as the City's principal long-range planning tool; utilize the Resource Allocation Plan as the City's principal mid-range planning tool; and the Legislative Calendar as the City's principal short-range planning tool.

Action Statements

- 7.1A.1c. Review and update each General Plan Sub-Element approximately every 5 years.

Policy 7.3A.2 Establish Advisory Committees, and Boards and Commissions as necessary to assist Council in planning and policy development.

Action Statements

- 7.3A.2b. Provide appropriate orientation and training to Board and Commission members.
- 7.3A.2c. Have Boards and Commissions participate in the Planning and Management system, including budget issues, legislative issues and other related matters.
- 7.3A.2d. Adopt an annual workplan for Boards and Commissions consistent with Council priorities.

Socio-Economic Sub-Element - (1989)

Policy 5.1B.2 Participate in partnerships with local industry/businesses in order to facilitate communication and address mutual concerns.

Policy 5.1C.1 Support efforts to establish Sunnyvale's downtown area as a strong commercial center for the City.

Appendix C

City, State and Federal Regulations, Procedures and Funding Sources

The City's Heritage Resource Regulations and Procedures

An important consideration in reviewing community conditions which affect the preservation of heritage resources in Sunnyvale is the regulatory environment in which the City operates its heritage preservation program. The City has incorporated a Heritage Preservation Ordinance into the Municipal Code and has established two heritage districts -- the Murphy Station Heritage Landmark District and the Frances-Taaffe Heritage Housing District -- each with regulations and policies which direct their administration.

The Heritage Preservation Ordinance was adopted in 1980, as Chapter 19.80 of the Municipal Code. It provides for the creation of a Heritage Preservation Commission of seven members appointed by the City Council for four year terms. Commissioners must be residents of Sunnyvale and must be registered to vote. Further qualifications include backgrounds in architecture, history, urban design, architectural history and other fields related to preservation, or a "demonstrated interest" in heritage preservation. The Commission has several roles. It acts as an advisory body to the City Council on some issues but has final authority on other matters (with the possibility of appeal to City Council). It also has a role in sponsoring or supporting activities that promote awareness of the City's heritage.

The Commission's duties include:

- Reviewing and making decisions on Landmark Alteration Permit applications
- Developing, maintaining and revising the City's Cultural Resources Inventory
- Reviewing nominations for structures, trees, sites and artifacts to receive cultural resource designation and making recommendations on these items to Council
- Reviewing nominations for structures, trees, sites and artifacts to be given landmark designation and making recommendations on these items to Council
- Taking action to enhance the public's awareness of Sunnyvale's heritage resources
- Participating with other community organizations on projects that identify, promote and enhance Sunnyvale's heritage resources
- Protecting Sunnyvale's heritage resources

The Commission meets regularly in meetings that are advertized and open to the public.

In addition to providing for an authorized Heritage Preservation Commission, the Heritage Preservation Ordinance establishes criteria for structures, trees, sites, artifacts and other resources to be given landmark status and provides a means for protection of established landmarks. It provides the commission with authority to review and make

decisions on requests for exterior alterations to landmarks through a Landmark Alteration Permit process. The Heritage Preservation Ordinance also includes regulations on establishing and protecting cultural resources, although in some sections the distinction between the terms "heritage resources" and "cultural resources" is not clear. A revision of the ordinance to provide more clarity on this point would be helpful.

When the Murphy Station Heritage Landmark District was adopted by City Council in 1981, the criteria and processes described in the Heritage Preservation Ordinance for designation of landmark districts were used to establish the district. Since 1981, the Heritage Preservation Commission has considered 83 Landmark Alteration Permit applications for properties on Murphy Avenue. A Landmark Alteration Permit is required when any exterior change that will materially affect the appearance of a landmark is proposed. Landmark Alteration Permits have been issued for major facade renovations, building additions, new buildings in the district, new paint colors, signs, landscaping and exterior lighting. While not all of the permits that were approved were acted upon, the Landmark Alteration Permit process has paved the way to the changes that have taken place on Murphy Avenue.

In addition to the Heritage Preservation Ordinance, another section of the Municipal Code (Chapter 19.20) establishes a Heritage Housing (HH) Overlay District. The HH district is combined with the underlying residential zone to provide additional protection for residential neighborhoods containing a preponderance of homes listed in the Cultural Resources Inventory. It adds the requirement that any proposed changes to the exterior of these homes must first be reviewed and approved by the Director of Community Development to make certain that the proposed changes will not be detrimental to the architectural character of the structure or the neighborhood. The 500 blocks of S. Frances and S. Taaffe have been given the Heritage Housing Overlay zoning.

A state law called the Mills Act provides a means for local governments to potentially reduce the amount of property tax owners of heritage properties must pay. The purpose of the Mills Act contract is to encourage the preservation of heritage properties by reducing property taxes in return for agreements between the local government and property owners which are specifically tailored to the needs of the property. For example, an owner may agree to conduct certain renovations or provide certain repairs or engage in an ongoing maintenance program -- or all of these, as needed. It is expected that some or all of the money saved from the decreased property tax will be used for property maintenance and improvements. Because of the way that the Mills Act tax reduction formula is constructed however, the tax benefits are not as useful to owners of property that has not been resold for many years and which, therefore, may have a much smaller assessment base. The Sunnyvale City Council has entered into Mills Act contracts with

the owners of three of the four residential landmark properties in Sunnyvale and has determined at this time to restrict Mills Act contracts to residential landmark properties.

In addition to the Mills Act, which involves a regulatory alliance between the state and local governments, many other state and federal agencies can have an impact on local heritage programs.

State and federal agencies with information and/or regulations which may affect Sunnyvale's heritage program

- The California State Historic Preservation Office (SHPO) *
- The California Environmental Quality Act (CEQA)
- The U. S. Department of the Interior, National Park Service &
- The Secretary of the Interior's Standards and Guidelines
- The National Register of Historic Places &
- The National Trust for Historic Preservation *
- The U. S. Department of Housing and Urban Development (HUD) *
- The Intermodal Surface Transportation Efficiency Act (ISTEA) -- Transportation Enhancement Activities (TEA) *

* Indicates actual or potential source of funding for local heritage projects or programs

The California State Historic Preservation Office (SHPO)

Of all of these agencies, the City has had the most contact with the State Historic Preservation Office (SHPO). SHPO administers the Certified Local Government program (CLG). In 1993 the City applied for and received Certified Local Government status. The purpose of the CLG program is to encourage local governments to develop and maintain effective heritage preservation programs. This involves including a heritage preservation ordinance within the local government's code, establishing a commission to implement the ordinance and identifying and providing some level of protection for local heritage resources. SHPO strongly encourages the local government to include as many persons with backgrounds and skills that specifically relate to heritage preservation as possible on the commission. These skill areas include architecture, planning, history, archeology, architectural history, urban design and other related skills. SHPO encourages local commissioners to participate in relevant training every year and provides at least one training session in Sacramento.

To monitor the local program, SHPO requires that all CLGs provide an annual report on the local government's heritage preservation activities, including training of commissioners and the appointment of any new commissioners, with a description of their qualifications.

Local governments benefit from participation in the CLG program by having the expertise of state staff available for advice and technical assistance, as well as by participating in training programs provided by SHPO. However, the most important "carrot" local governments are offered for their participation in the CLG program is grants that are available each year from the state. In 1993 the City prepared a grant request for funds to assist with the revision and republication of the Murphy Avenue Design Guidelines. The grant was approved and the guidelines were revised and republished in 1994. A second grant application requesting funds to update the City's Cultural Resources Inventory was prepared and approved in 1995.

Grants are limited to certain categories of projects, rather than being available for anything related to heritage preservation that the City might wish to do. The grants are made on a matching basis. At this time, the state match is 60%, with 40% being contributed by the local government. The match ratio may change in the coming years, as well as the categories of acceptable projects.

The City may wish to re-evaluate its ongoing participation in the CLG program every few years, to assess whether the program remains beneficial.

The California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires that the City of Sunnyvale make a determination on whether certain projects could have a negative impact on the environment before the City approves these projects. One category of projects which must be reviewed under CEQA regulations is historic resources and/or archeological resources. If it is found that a proposed project could have a significant negative impact on a historic resource (such as a project which involved demolition of a historic landmark building) an Environmental Impact Report must be prepared for the project.

Historic resources include those that are included in local historic districts and/or are identified in local historic resources surveys. However, not all buildings in a historic district are, in themselves, historically significant, nor are all buildings listed in the Cultural Resources Inventory significant enough that demolishing them would require an EIR.

City staff reviews proposals which may have a negative environmental impact on a historic resource and determines whether, in staff view, the impact will be a significant one. Staff then prepares either a Negative Declaration (the impact will not be significant), a mitigated negative declaration (the impact would be significant, but the applicant will take certain steps to mitigate the impact to the point where it will no longer be significant) or recommends that an Environmental Impact Report should be prepared (the negative impact is likely to be significant).

Whenever the Heritage Preservation Commission is the first City Commission to review a project and has approval authority, the Commission must decide whether to approve the Negative Declaration or the mitigated Negative Declaration as prepared by staff or to require that an EIR be prepared. This decision is made at a public hearing prior to deciding whether or not to approve the project.

*The U. S. Department of the Interior, National Park Service &
The Secretary of the Interior's Standards and Guidelines*

Under the Department of the Interior, the National Park Service administers all federal programs related to historic preservation. This includes the National Trust for Historic Preservation and the National Register of Historic Places, discussed below.

The Secretary of the Interior has developed standards and guidelines for evaluating historic resources to determine whether they should be placed on the National Register of Historic Places. These standards and guidelines are used in nominating properties for inclusion in the National Register. The Secretary of the Interior has also developed standards and guidelines for the rehabilitation or restoration of historic structures and places. The State of California has adopted these guidelines for evaluating state historic resources and for evaluating plans to renovate such properties. The City of Sunnyvale has also used these standards and guidelines, as they can be applied on the local level, to evaluate properties considered for Sunnyvale Heritage Resource status.

The Secretary of the Interior's standards for rehabilitation are especially important in administering federal tax credit programs for renovation of historic properties. Certification that the Secretary of the Interior's standards have been met is necessary before the Internal Revenue Service will consider giving the tax credits.

At this time federal tax credits for historic properties are limited to income-producing properties such as commercial and rental properties. However, there are indications that tax credits for historic single family homes, which were available prior to 1980, may be restored. City staff should stay informed about all tax credits and benefits for historic

properties and, assisted by the Heritage Preservation Commission, provide this information to property owners who may benefit.

The National Trust for Historic Preservation & The National Register of Historic Places

Both of these programs operate under the National Park Service, Department of the Interior. The National Trust for Historic Preservation provides information, guidance and services to national, state and local groups and individuals engaged in preservation activities. These services include a monthly magazine and an annual conference. The National Trust has also developed various funding programs over the years and serves as the funding arm for heritage preservation for the National Park Service. At this time, most of its funding programs are "passed through" the various states for administration. Funding for the SHPO CLG program, and for grants distributed by SHPO, comes from the National Trust for Historic Preservation. The Trust has also participated directly with private foundations and local governments in funding heritage related projects. However, the projects are almost always large-scale projects, involving large districts and/or several hundred thousand dollars. The City of Sunnyvale is unlikely, given the scope of our heritage resources and programs, to participate in projects of this scale.

The National Register of Historic Places is the agency that administers the program that determines whether or not a building, place, district, or setting should be designated as a national landmark. Should the City of Sunnyvale decide to support an application for national landmark status for one of our local heritage landmarks, the City would work with the National Register of Historic Places to obtain approval of the application.

None of Sunnyvale's heritage landmark properties are presently listed on the National Register. Had the Martin Murphy home survived, it would have been a strong candidate for National Register status. The Fremont High School building may also be a strong candidate for the National Register. The possibility of applying for National Register status for the Fremont High School building should be explored.

The U. S. Department of Housing and Urban Development

The U. S. Department of Housing and Urban Development (HUD) administers the federal Community Development Block Grant (CDBG) program, which funds a wide variety of projects and programs for local governments. Among the many eligible activities, HUD encourages the adaptive reuse of historic buildings for housing for low to moderate income persons and economic revitalization of distressed historic commercial areas.

In Sunnyvale, CDBG funds are administered by the City's Housing Division. While most of the funds are used to encourage the provision of affordable housing and to help lower income homeowners improve their homes, some funds have been used to provide low interest loans for owners to renovate buildings located within the Murphy Station Heritage Landmark District (Murphy Avenue).

Intermodal Surface Transportation Enhancement Act (ISTEA) and Transportation Enhancement Activities (TEA)

In 1991, Congress passed sweeping new legislation (ISTEA) which is changing the country's transportation investment strategy from one focusing on building the highway system to a strategy stressing alternative travel modes (i.e. mass transit, high speed intracity rails, bicycle and pedestrian facilities). One component of this new legislation is Transportation Enhancement Activities (TEA). TEA funding includes projects involving beautification of highways and trails, the upgrading/redevelopment of historic trails and renovation of historic structures which are related to transportation activities (such as historic train stations).

In 1993 staff reviewed TEA criteria and the City's heritage preservation needs and did not find a good match. However, the ISTEA program is a longterm program and one of the remaining sources of significant federal dollars for local communities in a time when other programs are being cut or eliminated. The TEA program should be re-examined each time a new funding cycle occurs to determine whether there are heritage needs which might appropriately be assisted by a TEA grant.

In addition to these agencies that have regulatory powers or that provide funding opportunities, many private groups and agencies affect the operating climate of the City's heritage preservation program. Groups such as the Sunnyvale Historical Society, the Santa Clara County Heritage Council and the California Preservation Foundation provide information and support for the City's heritage preservation activities.

CITY OF SUNNYVALE **HERITAGE LANDMARKS**

Listed below are Sunnyvale's Heritage Landmarks. They are important reminders of the community's heritage. Landmarks are protected by regulations in Chapter 19.80 of the Municipal Code. All exterior changes must be reviewed and approved by the Heritage Preservation Commission. For more information, please contact the Planning Division at the One-Stop Permit Center at City Hall, 456 West Olive Avenue, Sunnyvale or call (408) 730-7444.

BRIGGS-STELLING HOUSE 822 Springfield Terrace

Originally constructed in the 1870's for George H. Briggs and extensively reconstructed in the 1920's for the Henry S. Stelling family, the mansion recounts the history of Sunnyvale. Briggs was one of the earliest pioneers who came from Boston in 1854. Stelling, the son of one of San Jose's first orchardists, grew pears and award winning cherries. Under his wife's care, the gardens surrounding the mansion became a showcase.

COLLINS-SCOTT WINERY 775 Cascade Drive

Built in 1881 by the Collins brothers, the Collins-Scott Winery is the oldest brick building in Sunnyvale. In 1889 a private railroad was built on the property and more than 300 gallons of wine were shipped daily. In 1927 all of the buildings except the brick distillery were destroyed by fire. In 1965 the present owners, the Duane Heinlen family, remodeled the structure as it stands today.

MURPHY STATION LANDMARK DISTRICT 100 Block of South Murphy Avenue

"Murphy Station" was established when Martin Murphy, Jr., a California Pioneer, granted the railroad the right-of-way through his land in 1864. The stop saw the arrival and departure of important dignitaries who visited Murphy's Bayview Ranch, a focal point of political and social activity in the Santa Clara Valley.

In 1898 William Crossman, a real estate developer, purchased 200 acres from Murphy and named the town Encinal, "Place where the live oak grows." The first post office and general store were built on this street near the site of Murphy Station. The town was renamed Sunnyvale in 1901 and incorporated in 1912. The railroad and industrial buildings ran east and west and the business district ran north and south, providing the base from which Sunnyvale grew. The 100 block of South Murphy Avenue is the original downtown commercial district. Most of the structures were built between 1900 and 1940.

VARGAS REDWOOD TREES 1004 Carson Drive

These Coast Redwoods were planted in 1900 by Manuel Vargas, "Mr. Sunnyvale." The saplings were gathered during a family outing to Pescadero, and planted at the entrance to the Vargas family home.

WESTINGHOUSE MARINE DIVISION
501 Hendy Avenue

Constructed in 1906, Hendy Iron Works was an industrial pioneer in Sunnyvale. Originally producing equipment for mining gold and silver, the Company supplied Marine Engines in both World War I and World War II. In continuous operation from 1906 to 1946, the company was purchased by Westinghouse Electric in 1947. The water tower stored Sunnyvale's emergency water supply in the early 1900's.

WRIGHT RANCH
1234 Cranberry Avenue

Originally part of a 320 acre ranch, this is Sunnyvale's oldest remaining ranch house. It was built circa 1870 by William Wright, a 49'er who left the gold fields to raise grain and stock.

DEL MONTE BUILDING
114 S. Murphy Avenue

Built in 1904 by the Madison & Bonner packing Company, the building was used for processing dried fruit from nearby orchards. Cannery mergers in 1916 formed the California Packing Corporation now know as "Del Monte." From 1930 to 1986 the building was used for seed processing and research. In 1993, the building was moved to the northeast corner of the 100 block of S. Murphy Avenue (the Murphy Station Heritage Landmark District) to avoid demolition. The building has since been renovated for commercial use.

SPALDING HOUSE
1285 Ramon Drive

Built in the early 1920's by C.C. Spalding, the mansion served as his family residence. Spalding was the first treasurer of the City of Sunnyvale and is best remembered for his contributions to the development of Murphy Avenue. He organized and established the Bank of Sunnyvale in 1906 and later became a State Legislator.

LIBBY WATER TOWER
444 W. California Avenue

McNeill & Libby opened in 1907 and by 1922 became the world's largest cannery. The original tower supplied water to the cannery and its workers and was replaced in 1965 by the present structure.

CITY OF SUNNYVALE CULTURAL RESOURCES INVENTORY

The following structures and trees are listed in Sunnyvale's Cultural Resources Inventory. The inventory recognizes properties which have architectural or historic significance. The Heritage Preservation Commission must be consulted before any exterior change or demolition can occur. However, the Commission's role is advisory only. Also, an inventory structure or tree must be advertised as being available for relocation before demolition can occur. For more information, please contact the Planning Division at the One-Stop Permit Center at City Hall, 456 West Olive Avenue, Sunnyvale or call the Planning Division at (408) 730-7444, or pick up a copy of our "Cultural Resources Inventory" brochure.

Structures

666 Alberta Avenue (added 8/23/83)	316 Morse Avenue (added 4/3/84)
252 Bayview Avenue	635 Morse Avenue (added 1/15/85)
305 S. Bayview Avenue (added 8/21/90)	Murphy Avenue Streetscape (400-500 Block)
655 Borregas Avenue (Added 3/22/83)	161 N. Murphy Avenue
297 Charles Street	445 S. Murphy Avenue
335 Charles Street	505 S. Murphy Avenue
802 Coolidge Avenue	519 S. Murphy Avenue
Crescent Avenue Streetscape	523-525 S. Murphy Avenue
148 Crescent Avenue	529 S. Murphy Avenue
156 Crescent Avenue	533-535 S. Murphy Avenue
428 Crescent Avenue	585 S. Murphy Avenue
434 Crescent Avenue	591 S. Murphy Avenue
448 Crescent Avenue	6 Oak Court
454 Crescent Avenue	Oak Court - Hendy Ironworks Lamppost (added 6/30/87)
El Camino Real and Mathilda Avenue (Olson Property)	585 Old San Francisco Road (added 8/24/82)
394 E. Evelyn Avenue (Sunnyvale Hotel)	274 S. Pastoria Avenue (moved from Mary Avenue/Central Expressway)
321 Flora Vista Avenue (added 8/21/90)	1029 Ranere Court (added 7/28/81)
329 Flora Vista Avenue (added 8/21/90)	325 Sara Avenue (Added 10/4/83)
358 Florence Avenue	N. Sunnyvale Avenue Streetscape (100 Block)
373 Florence Avenue	184 N. Sunnyvale Avenue
Frances Avenue Streetscape (400-500 Blocks)	199 N. Sunnyvale Avenue (added 3/22/82)
432 S. Frances Street	229 N. Sunnyvale Avenue
454 S. Frances Street	506 S. Sunnyvale Avenue (added 1/12/82)
464 S. Frances Street	525 S. Sunnyvale Avenue (added 1/12/82)
471 S. Frances Street	901 Sunnyvale-Saratoga Road
498 S. Frances Street	1039 Sunnyvale-Saratoga Road
500 S. Frances Street	Sunnyvale-Saratoga Road/Fremont Avenue (Fremont High School)
505 S. Frances Street	1535 Sunnyvale-Saratoga Road (moved to 1358 Ramon Drive)
575 S. Frances Street	Taaffe Streetscape (500 Block)
580 S. Frances Street	571 S. Taaffe Street
1409 Galloway Court	306 E. Washington Avenue
212 N. Mathilda Avenue	368 E. Washington Avenue (added 3/22/83)
221 N. Mathilda Avenue	384 E. Washington Avenue (added 8/24/82)
235 N. Mathilda Avenue	388 E. Washington Avenue (added 8/24/82)
562 S. Mathilda Avenue (added 5/20/87)	480 E. Washington Avenue
113 S. Mary Avenue (added 2/24/81)	225 Waverly Avenue
322 E. McKinley Avenue (added 9/11/84)	279 Waverly Avenue
384 E. McKinley Avenue (added 8/21/90)	381 Waverly Avenue
398 E. McKinley Avenue (added 8/21/90)	1325 Wright Avenue
435 E. McKinley Avenue	
437-439 E. McKinley Avenue	
693 W. McKinley Avenue (added 5/5/87)	



Trees

Location of Tree

1650 S. Bernardo Avenue
 1748 Calgary Drive
 814 Dartshire Way
 1111 W. El Camino Real (Cala Center)
 960 Heatherstone Avenue
 501 Hendy Avenue
 880-882 Hollenbeck Avenue
 Ives Terrace
 755 Manzanita Avenue
 467 S. Pastoria Avenue
 674 Picasso Terrace
 550 E. Remington Drive (Community Center)
 696 Sheraton Drive
 N. Sunnyvale Avenue (Site of "Murphy Homestead")
 Sunnyvale Town Center
 679 Tiffany Court

Type of Tree

Coast Live Oak
 Coast Live Oak
 Dawn Redwood
 Valley Oak
 Casa Delmas Magnolia
 American Chestnut
 Bocks Ranch Trees
 Valley Oak
 Coast Redwood
 Coast Redwood
 Coast Live Oaks
 Valley Oak
 Coast Live Oak
 Palm Trees
 Town Center Trees
 Coast Live Oak

Removed Inventory Trees

Location of Tree

529 S. Murphy Avenue
 545 Sunnyvale Avenue

Type of Tree

California Black Walnut
 Monkey Puzzle

Demolished Inventory Structures

Location of Structure

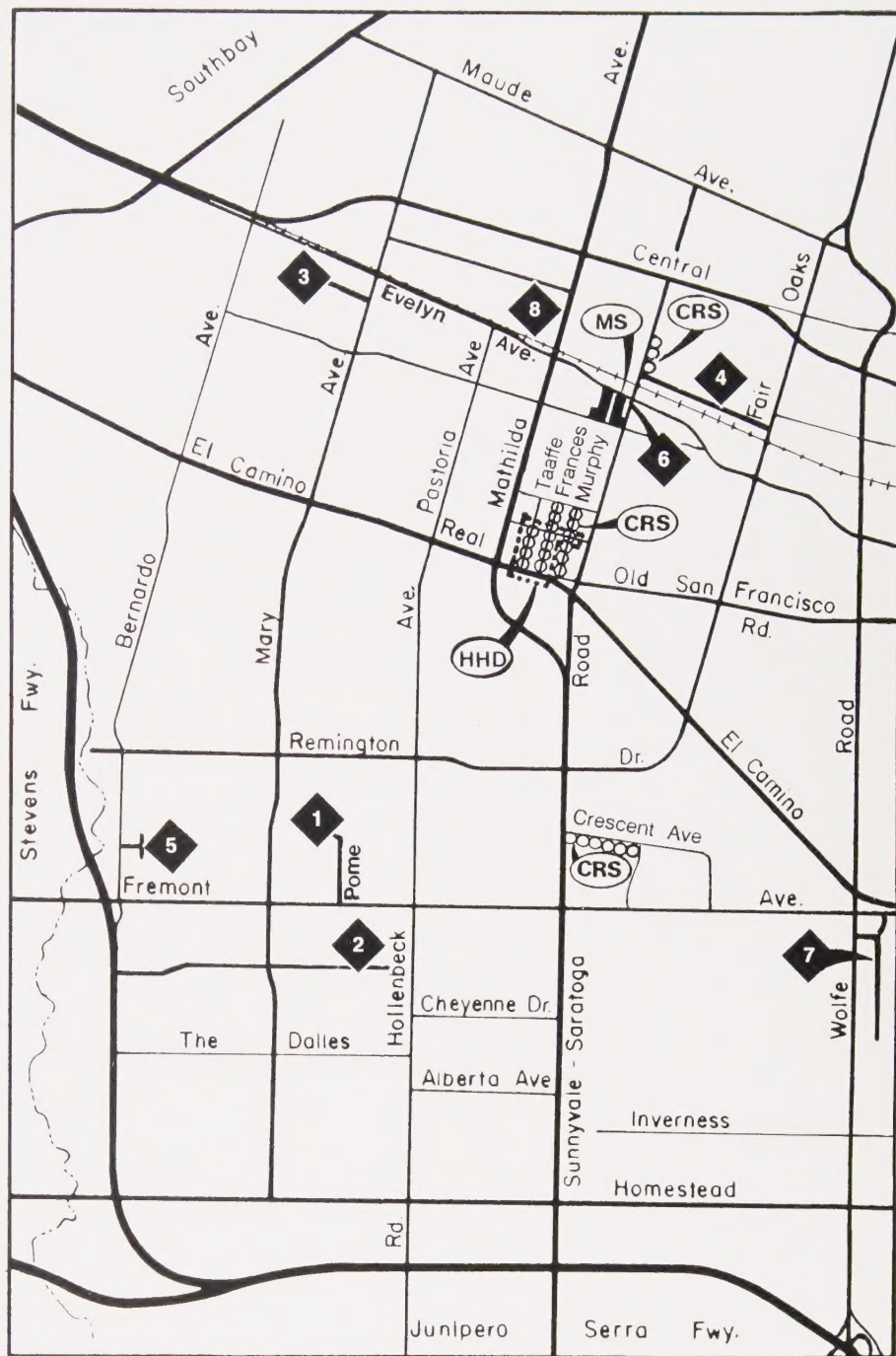
444 California Avenue (Libby's)
 1043 Cascade Drive
 120 Crescent Avenue
 125 Crescent Avenue
 138 Crescent Avenue
 410 Crescent Avenue
 418 Crescent Avenue
 870 E. El Camino Real (Butcher Farmhouse)
 182 Fair Oaks Avenue (Cal Cannery)
 479 S. Frances Street
 534 W. Fremont Avenue
 437 Macara Avenue (Evulich House)
 333 W. Maude Avenue
 102 Sunnyvale Avenue (Brandt Building)
 1545 Sunnyvale-Saratoga Road

Demolition Date

1994
 1984
 1981
 1984
 1982
 1982
 1980
 1986
 1994
 1980
 1984
 1980
 1983
 1992

SUNNYVALE HERITAGE RESOURCES

Note: Cultural Resources also include 66 structures and 16 trees/tree groups scattered throughout the City (see Appendix D).



LEGEND

CRS Cultural Resources Streetscape

HHD Heritage Housing District

Sunnyvale Heritage Landmarks

1. Briggs-Stelling House –
822 Springfield Terrace
2. Collins-Scott Winery –
775 Cascade Drive
3. Vargas Redwood Trees –
1004 Carson Drive

4. Westinghouse Marine Division –
501 Hendy Avenue

5. Wright Ranch –
1234 Cranberry Avenue

6. Del Monte Building –
114 S. Murphy Avenue

7. Spalding House –
1385 Ramon Drive

8. Libby Water Tower –
444 W. California Avenue

- MS** Murphy Station Landmark District –
100 block of Murphy Avenue

